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ABSTRACT

Hearings on child care are presented. Goals of this care include enabling mothers to take jobs by which they can support themselves and their children and improving the first five years of life for many children. Various aspects surrounding the setting up of a government support child care program include time factors, cost, standards and accountability, training and personnel needs, use of private sector and volunteers, legislation, and source of funds. (CK)

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CHILD CARE

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HEARINGS

BEFORE THE

COMMITTEE ON FINANCE
UNITED STATES SENATE

NINETY-SECOND CONGRESS
FIRST SESSION
ON

S. 2003, CHILD CARE PROVISIONS OF H.R. 1, AND TITLE VI OF PRINTED AMENDMENT 318 TO H.R. 1

SEPTEMBER 22, 23, AND 24, 1971

Printed for the use of the Committee on Finance

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SOCIAL SECURITY AMENDMENT OF 1971
CHILD CARE

WEDNESDAY, SEPTEMBER 22, 1971

U.S. SENATE,
COMMITTEE ON FINANCE,
Washington, D.C.

The committee met, pursuant to notice, at 10:10 a.m., in room 2221, New Senate Office Building, Senator Russell B. Long (chairman) presiding.

Present: Senators Long, Anderson, Talmadge, Bennett, Jordan of Idaho, and Fannin.

OPENING STATEMENT OF THE CHAIRMAN

The CHAIRMAN. Today the Committee on Finance begins hearings on child care. This committee's interest in this subject goes back many years, and it is a fact that child care provided under the Social Security Act constitutes the major Federal support for the care of children of working parents today.

In 1967, the committee made what it felt was a monumental commitment to child care as a part of the newly created work incentive program designed to help welfare recipients become economically independent through employment. Unfortunately, that program has not met its promise, and studies have shown that lack of adequate child care arrangements has been a major factor in the failure of the work incentive program.

A number of studies of the program of aid to families with dependent children in recent years have shown that most mothers on welfare would prefer working rather than welfare, but that lack of child care is the major barrier preventing them from accepting jobs.

In these hearings we want to explore the reasons why child care has not been made available under the work incentive program, the reasons welfare agencies have failed to arrange for child care for those mothers who want to work, and most importantly, what can be done to improve the situation.

In establishing the aid to families with dependent children program, the Congress intended to provide economic help to destitute families for temporary periods while they reestablished their independence. But for many recipients, welfare has become a way of life from which they cannot escape without a different kind of help. While we may have substantial disagreement about the shape of welfare reform, I believe we can all agree that a key element of any welfare reform must be the provision of child care services to all welfare mothers who wish to work. In addition, we must go beyond this and insure that low-income mothers whose initiative has enabled them to stay off welfare also have access to good child care.

During these hearings we hope to go into the reasons why the expansion of child care has been thwarted. It is our hope that we can avoid rhetorical contests designed to show who is more for children, and instead discuss what the needs are and how we can realistically meet them.

We have pending before the Committee on Finance three major legislative proposals dealing with child care:

1. S. 2003, a bill I introduced, which would establish a new Federal Child Care Corporation whose purpose would be to expand the availability of child care services, with first priority to welfare recipients and low-income working mothers not on welfare;
2. H.R. 1, the Social Security Amendments of 1971, whose welfare provisions incorporate a major increase in Federal funds for child care for welfare recipients; and
3. Senator Ribicoff's printed amendment 318 to H.R. 1, which incorporates the Federal Child Care Corporation proposal in a modified form.

We'll include in the record the press release of the Committee announcing these hearings, a copy of S. 2003, the portion of H.R. 1 relating to child care, and title 6 of amendment No. 318.

(The material referred to follows. Hearing continues on p. 92.)

PRESS RELEASE

FOR IMMEDIATE RELEASE August 4, 1971	COMMITTEE ON FINANCE UNITED STATES SENATE 2227 New Senate Office Building

COMMITTEE ON FINANCE SETS DATE FOR CHILD CARE HEARINGS

The Honorable Russell B. Long (D., La.), Chairman of the Committee on Finance, announced today that on Tuesday, September 14, the Committee would begin public hearings on child care. The hearings will examine the operation of child care programs under the Social Security Act during the past three years and will explore legislative proposals involving provision of child care in the future.

The Honorable Elliot L. Richardson, Secretary of Health, Education, and Welfare, will be the lead-off witness.

Senator Long stated that "the Committee on Finance has long been involved in issues relating to child care. Since enactment of the original Social Security Act in 1935, the Committee has repeatedly increased authorizations for child care services. In the 1967 Social Security Amendments, the Committee made a monumental commitment to the expansion of child care services as part of the Work Incentive Program. Unfortunately, a disappointingly small amount of child care has been provided under this authority, and virtually no one has been aided from the welfare rolls to the payrolls. When the hearings begin, I am sure that the Committee will want to look into the reasons for the failure to expand needed child care services under the Social Security Act."

Child Care Legislation. -- Senator Long pointed out that two major bills were pending before the Committee which contained provisions involving child care.

The first of these, the Child Care Service Act of 1971, introduced by Senator Long as S. 2003, would:

1. Increase the limitation on the tax deduction for child care expenses from $600 to $1,000 for one child, and from $900 to $1,500 for two or more children;

2. Increase from $6,000 to $12,000 the limitation on income of families that may use the child care tax deduction;

3. Increase from 75 percent to 100 percent the Federal share of child care expenses for welfare recipients participating in work and training programs;

4. Establish a program of subsidization of child care expenses for low income families not on welfare; and

5. Establish a Federal Child Care Corporation with the goal of expanding child care services for preschool and school-age children so that they are available throughout the nation to the extent they are needed.

The second major piece of legislation is H.R. 1, the Social Security Amendments of 1971, which would establish two new Federal welfare programs for families, with child care arranged primarily by the Department of Labor on behalf of welfare recipients participating in work and training programs. The Committee has already heard testimony on the welfare portions of this bill from Secretary of Health, Education, and Welfare, Elliot L. Richardson, and Secretary of Labor, James D. Hodgson.

Senator Long stated that "adequate provision for the availability of child care is a key element of any attempt to reform the welfare system. We must ensure that we do not repeat the mistakes of the past. It is because of the crucial role of child care in welfare reform that the Committee is holding this separate hearing." The Senator added that it would be the Committee's plan to resume hearings on H.R. 1, the welfare revision bill, beginning Tuesday, September 21, 1971.

Requests to Testify. -- The Chairman indicated that persons desiring to testify at this hearing should make their requests to Tom Vail, Chief Counsel of the Committee on Finance, Room 2227 New Senate Office Building, no later than Friday, August 27, 1971.

The Chairman further stated that persons who wish to file a written statement in lieu of a personal appearance should file them with the Committee not later than Friday, September 17, 1971. He requested that these statements be typewritten, double spaced, and that five copies of such statement be supplied.

The child care hearing will be held in Room 2221, New Senate Office Building, beginning at 10:00 a.m. on Tuesday, September 14, 1971.

P.R. #15

92d CONGRESS
1st Session

S. 2003

IN THE SENATE OF THE UNITED STATES

June 4, 1971

Mr. Long introduced the following bill; which was read twice and referred to the Committee on Finance

---

A BILL

To amend the Internal Revenue Code of 1954 and the Social Security Act so as to encourage and facilitate the provision of child care services.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Child Care Services Act of 1971".

TITLE I—AMENDMENTS TO THE INTERNAL REVENUE CODE

Sec. 101. (a) Section 214 (b) of the Internal Revenue Code of 1954 (relating to limitations on expenses for care of certain dependents) is amended—

(a) in paragraph (1) thereof, by—

PS 005602

(1) striking out "$600" each place it appears therein and inserting in lieu thereof "$1,000"; and

(2) striking out "$900" and inserting in lieu thereof "$1,500"; and

(b) in subparagraph (B) of paragraph (2) thereof, by inserting "one-half of" after "reduced by" and by striking out "$6,000" and inserting in lieu thereof "$12,000".

(b) The amendments made by subsection (a) shall apply only with respect to taxable years beginning after December 31, 1971.

TITLE II—AMENDMENTS TO TITLE IV OF THE SOCIAL SECURITY ACT

SEC. 201. Section 403 of the Social Security Act is amended by adding after subsection (b) thereof the following new subsection:

"(c) (1) Notwithstanding subparagraph (A) of subsection (a) (3), the rate specified in such subparagraph shall be 100 per centum (rather than 75 per centum) with respect to child care services provided pursuant to clause (15) of section 402 (a), but only if such services are provided through the Federal Child Care Corporation (established under title XX).

"(2) Whenever, under any State plan approved under this part, child care services which are provided pursuant to clause (15) of section 402 (a) are provided through the Federal Child Care Corporation (established under title XX), the Secretary is authorized to pay to the Corporation, from any sums available to make payments to States under this part, the charges imposed by the Corporation for the services so provided by it, and any such payments so made by the Secretary for such services which are so provided pursuant to any such plan of any State shall, for purposes of the preceding subsections of this section, be deemed to be payments made to such State in satisfaction of any claim such State may have for payments under this part by reason of the provisions of paragraph (1) of this subsection."

SEC. 202. Part A of title IV of the Social Security Act is amended by adding at the end thereof the following new section:

"SUBSIDIZATION OF CHILD CARE COSTS FOR CHILDREN OF LOW-INCOME FAMILIES

"SEC. 411. (a) From the sums available to carry out the provisions of this section for each fiscal year, the Secretary is authorized to assist low-income families in meeting the costs of child care services where such services are necessary to enable an adult member of such family to engage in employment.

"(b) The amount of the subsidy provided to any family under this subsection shall be determined in accordance with a schedule established by the Secretary, after taking into account the number of families needing such assistance, the amount of assistance needed by such families, and the amount of the funds available for the provision of such assistance. Such schedule shall (i) provide that the amount of subsidy payable to any family shall be equal to a per centum of the costs incurred by such family for the child care services with respect to which such subsidy is paid, (ii) be related to ability of such family to pay the costs of such services (as determined by family size and income), and (iii) be designed to assure that the amount of the subsidy payable to any family is not greater than the minimum amount necessary to enable such family to secure such services.

"(c) There are authorized to be appropriated for each fiscal year, beginning with the fiscal year ending June 30, 1972, such sums as may be necessary to carry out the provisions of this section.".

SEC. 203. Section 426 of the Social Security Act is amended by adding at the end thereof the following new subsection:

"(c) Of the sums appropriated to carry out the preceding subsections of this section for the fiscal year ending June 30, 1972, or for any fiscal year thereafter, such amounts as may be necessary (but not in excess of $25,000,000 in the case of the fiscal year ending June 30, 1972) shall be used for the training of personnel to prepare them for employment in the provision of child care services.".

TITLE III—ESTABLISHMENT OF FEDERAL CHILD CARE CORPORATION

SEC. 301. This title may be cited as the "Federal Child Care Corporation Act".

SEC. 302. The Social Security Act is amended by adding after title XIX thereof the following new title:

"TITLE XX—FEDERAL CHILD CARE CORPORATION

"FINDINGS AND DECLARATION OF PURPOSE

"SEC. 2001. (a) The Congress finds and declares that—

"(1) the present lack of adequate child care services is detrimental to the welfare of families and children in that it limits opportunities of parents for employment or self-improvement, and often results in inadequate care arrangements for children whose parents are unable to find appropriate care for them;

"(2) low income families and dependent families are severely handicapped in their efforts to attain or maintain economic independence by the unavailability of adequate child care services;

"(3) many other families, especially those in which the mother is employed, have need for child care services, either on a regular basis or from time to time; and

"(4) there is presently no single agency or organization, public or private, which is carrying out the responsibility of meeting the Nation's needs for adequate child care services.

"(b) It is therefore the purpose of this title to promote the availability of adequate child care services throughout the Nation by providing for the establishment of a Federal Child Care Corporation which shall have the responsibility and authority to meet the Nation's unmet needs for adequate child care services, and which, in meeting such needs, will give special consideration to the needs for such services by families in which the mother is employed or preparing for employment, and will promote the well-being of all children by assuring that the child care services provided will be appropriate to the particular needs of the children receiving such services.

"ESTABLISHMENT AND ORGANIZATION OF CORPORATION

"SEC. 2002. (a) In order to carry out the purposes of this title, there is hereby created a body corporate to be known as the Federal Child Care Corporation (hereinafter in this title referred to as the 'Corporation').

"(b) (1) The powers and duties of the Corporation shall be vested in a Board of Directors (hereinafter in this title referred to as the 'Board').

"(2) The Board shall consist of three members, to be appointed by the President, by and with the advice and consent of the Senate. The President shall select for appointment to the Board individuals who are interested in the welfare of children and who support the aims and objectives of this title. One member of the Board shall, at the time of his appointment, be designated by the President as Chairman of the Board.

"(3) Not more than two members of the Board shall be members of the same political party.

"(4) Each member of the Board shall hold office for a term of three years, except that any member appointed to fill a vacancy which occurs prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and except that the terms of office of the members first taking office shall expire, as designated by the President at the time of appointment, one on June 30, 1973, one on June 30, 1974, and one on June 30, 1975.

"(c) Vacancies in the Board shall not impair the powers of the remaining members of the Board to exercise the powers vested in, and carry out the duties imposed upon the Corporation.

"(d) Each member of the Board shall, during his tenure in office, devote himself to the work of the Corporation and shall not during such tenure, engage in any other business or employment.

"(e) (1) The Board shall have the power to appoint (without regard to the provisions of title 5, United States Code, governing appointments in the competitive service) such personnel as it deems necessary to enable the Corporation to carry out its functions under this title. All personnel shall be appointed solely on the ground of their fitness to perform their duties and without regard to political affiliation, sex, race, creed, or color. The Board may (without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification and General Schedule pay rates) fix the compensation of personnel. The amount of the compensation payable to any employee shall be reasonably related to the compensation payable to State employees performing similar duties in the State in which such employee is employed by the Corporation; except that, in no case shall the amount of the compensation payable to any employee be greater than that payable to Federal employees performing similar services. For purposes of the preceding sentence, personnel employed in the principal office of the Corporation shall be deemed to be performing services in the District of Columbia (which shall be deemed to be a State for such purposes), and personnel performing services in more than one State shall be deemed to be employed in the State in which their principal office of place of work is located.

"(2) The Board is authorized to obtain the services of experts and consultants on a temporary or intermittent basis in accordance with the provisions of section 3109 of title 5, United States Code, but at rates for individuals not to exceed the per diem equivalent of the rate authorized for GS-18 by section 5332 of such title.

"(3) The Board shall establish, within the Corporation, an Office of Program Evaluation and Auditing the functions of which shall be to assure that standards established under this title with respect to child care services and facilities providing such services will be met, and that funds of or under the control of the Corporation will be properly used. The Board shall utilize such Office to carry out the duties (relating to evaluation of facilities) imposed upon the Board under section 2004 (c) (2).

"DUTIES OF CORPORATION

"SEC. 2003. (a) It shall be the duty and function of the Corporation to meet, to the maximum extent economically feasible, the needs of the Nation for child care services.

"(b) (1) In carrying out such duty and function, the Corporation shall, through utilization of existing facilities for child care and otherwise, provide (or arrange for the provision of) child care services in the various communities of each State. Such child care services shall include the various types of care included in the term 'child care services' (as defined in section 2018 (b)) to the extent that the needs of the various communities may require.

"(2) The Corporation shall charge and collect a reasonable fee for the child care services provided by it (whether directly or through arrangements with others). The fee so charged for any particular type of child care services provided in any facility shall be uniform for all children receiving such types of services in such facility. Any such fee so charged may be paid in whole or in part by any person (including any public agency) which agrees to pay such fee or a part thereof.

"(3) The Corporation shall not enter into any arrangement with any person under which the facilities or services of such person will be utilized by the Corporation to provide child care services unless such person agrees (1) to accept any child referred to such person by the Corporation for child care services on the same basis and under the same conditions as other children applying for such services, and (2) to accept payment of all or any part of the fee imposed for such services from any public agency which shall agree to pay such fee or a part thereof from Federal funds.

"(c) In providing child care services in the various communities of the Nation, the Corporation shall accord first priority (1) to the needs for child care services of families on behalf of whom child care services will be paid in whole or in part from funds appropriated to carry out title IV and who are in need of such services to enable a member thereof to accept or continue in employment or participate in training to prepare such member for employment, and (2) to arranging for care in facilities providing hours of child care sufficient to meet the child care needs of children whose mothers are employed full time.

"STANDARDS FOR CHILD CARE

"SEC. 2004. (a) In order to assure that adequate standards of staffing, health, sanitation, safety, and fire protection are met, the Corporation shall not provide or arrange for the provision of child care of any type or in any facility unless the applicable requirements set forth in the succeeding provisions of this section are met with respect to such care and the facility in which such care is offered.

(b) (1) The ratio of the number of children receiving child care to the number of qualified staff members directly engaged in providing such care (whether as teachers' aides or in another capacity) shall be such as the Board may determine to be appropriate for the type of child care provided and the age of the children involved, but in no case shall the Board require a ratio of less than—

"(A) eight to one, in case such care is provided in a home child care facility; or

(B) ten to one, in case such care is provided in a day nursery facility, nursery school, child development center, play group facility, or preschool child care center.

For purposes of applying the ratios set forth in clauses (A) and (B) of the preceding sentence, any child under age three shall be considered as two children.

"(2) In the case of any facility (other than a facility to which paragraph (1) is applicable) the ratio of the number of children receiving child care therein to the number of qualified staff members providing such care shall not be greater than such ratio as the Board may determine to be appropriate to the type of child care provided and the age of the children involved, except that such ratio shall not be greater than twenty-five to one.

"(3) As used in this subsection, the term 'qualified staff member' means an individual who has received training in, or demonstrated ability in, the care of children.

"(c) (1) Any facility in which the Corporation provides child care (whether directly or through arrangements with others) must—

"(A) meet such provisions of the Life Safety Code of the National Fire Protection Association (twenty-first edition, 1967) as are applicable to the type of facility; except that the Corporation may waive for such periods as it deems appropriate, specific provisions of such code which, if rigidly applied, would result in unreasonable hardship upon the facility, but only if the Corporation makes a determination (and keeps a written record setting forth the basis of such determination) that such waiver will not adversely affect the health and safety of the children receiving care in such facility;

"(B) contain (or have available to it for use) adequate indoor and outdoor space for children for the number and ages of the children served by such facility; and must have separate rooms or areas for cooking, and separate rooms for toilets;

"(C) have floors and walls of a type which can be cleaned and maintained and which contain or are covered with no substance which is hazardous to the health or clothing of children;

"(D) have such ventilation and temperature control facilities as may be necessary to assure the safety and reasonable comfort of each child receiving care therein;

"(E) provide safe and comfortable facilities for the variety or activities children engage in while receiving care therein;

"(F) provide special arrangements or accommodations, for children who become ill, which are designed to provide rest and quiet for ill children while protecting other children from the risk of infection or contagion; and

"(G) make available to children receiving care therein such toys, games, books, equipment and other material as are appropriate to the type of facility involved and the ages of the children receiving care therein.

"(2) The Board, in determining whether any particular facility meets minimum requirements imposed by paragraph (1) of this subsection, shall evaluate, not less often than once each year, on the basis of inspections made by personnel employed the Board or by others through arrangements with the Board, such facility separately and shall make a determination with respect to such facility after taking into account the location and type of care provided by such facility as well as the age group served by it.

"(d) The Corporation shall not provide (directly or through arrangements with other persons) child care in a child care facility or home child care facility unless—

"(1) such facility requires that, in order to receive child care provided by such facility, a child must have been determined by a physician (after a physical examination) to be in good health and must have been immunized against such diseases and within such prior period as the Board may prescribe in order adequately to protect the children receiving care in such facility from communicable disease (except that no child seeking to enter or receiving care in such a facility shall be required to undergo any medical examination, immunization, or physical evaluation or treatment) (except to the extent necessary to protect the public from epidemics of contagious diseases) (if his parent or guardian objects thereto in writing on religious grounds);

"(2) such facility provides for the daily evaluation of each child receiving care therein for indications of illness;

"(3) such facility provides adequate and nutritious (though not necessarily hot) meals and snacks, which are prepared in a safe and sanitary manner;

"(4) such facility has in effect procedures designed to assure that each staff member thereof is fully advised of the hazards to children of infection and accidents and is instructed with respect to measures designed to avoid or reduce the incidence or severity of such hazards;

"(5) such facility has in effect procedures under which the staff members of such facility (including voluntary and part-time staff members) are required to undergo, prior to their initial employment and periodically thereafter, medical assessments of their physical and mental competence to provide child care;

"(6) such facility keeps and maintains adequate health records on each child receiving care in such facility and on each staff member (including any voluntary or part-time staff member) of such facility who has contact with children receiving care in such facility; and

"(7) such facility has in effect, for the children receiving child care services provided by such facility, a program under which emergency medical care or first aid will be provided to any such child who sustains injury or becomes ill while receiving such services from such facility, the parent of such child (or other proper person) will be promptly notified of such injury or illness, and other children receiving such services in such facility will be adequately protected from contagious disease.

"(e) The Corporation shall not provide (directly or through arrangements with other persons) child care, in any child care facility or home child care facility, to any child unless there is offered to the parent or parents with whom such child is living (or, if such child is not living with a parent, the guardian or other adult person with whom such child is living) the opportunity of (A) meeting and consulting, from time to time, with the staff of such facility on the development of such child, and (B) observing, from time to time, such child while he is receiving care in such facility.

"PHYSICAL STRUCTURE AND LOCATION OF CHILD CARE FACILITIES

"SEC. 2005. (a) There may be utilized, to provide child care authorized by this title, new buildings especially constructed as child care facilities, as well as existing buildings which are appropriate for such purpose (including, but not limited to, schools, churches, social centers, apartment houses, public housing units, office buildings, and factories).

"(b) The Board, in selecting the location of any facility to provide child care under this title, shall, to the maximum extent feasible, give consideration to such factors as whether the site selected therefor—

"(1) is conveniently accessible to the children to be served by such facility, in terms of distance from the homes of such children as well as the length of travel time (on the part of such children and their parents) involved;

"(2) is sufficiently accessible from the place of employment of the parents of such children so as to enable such parents to participate in such programs, if any, as are offered to parents by such facility; and

"(3) is conveniently accessible to other facilities, programs, or resources which are related to, or beneficial in, the development of the children of the age group served by such facility.

"EXCLUSIVENESS OF FEDERAL STANDARDS; PENALTY FOR FALSE STATEMENT OR MISREPRESENTATION

"SEC. 2606. (a) Any facility in which child care services are provided by the Corporation (whether directly or through arrangements with other persons) shall not be subject to any licensing or similar requirements imposed by any State (or political subdivision thereof), and shall not be subject to any health, fire, safety, sanitary, or other requirements imposed by any State (or political subdivision thereof) with respect to facilities providing child care.

"(b) If any State (or political subdivision thereof), group, organization, or individual feels that the standards imposed, or proposed to be imposed, by the Corporation under section 2004 (c) (1) for child care facilities (or any type of class of child care facilities) are less protective of the welfare of children than those imposed on such facilities by such State (or political subdivision thereof, as the case may be), such State (or political subdivision thereof), group, organization, or individual may, by filing a request with the Corporation, obtain a hearing on the matter of the standards imposed or proposed to be imposed by the Corporation with respect to such facilities.

"(c) Whoever knowingly and willfully makes or causes to be made, or induces or seeks to induce the making of, any false statement or representaton of a material fact with respect to the conditions or operation of any facility in order that such facility may qualify as a facility in which child care services are provided by the Corporation (whether directly or through arrangements with other persons) shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than $2,000 or imprisoned for not more than six months, or both.

"GENERAL POWERS OF CORPORATION

"SEC. 2007. (a) The Corporation shall have power—

"(1) to adopt, alter, and use a corporate seal, which shall be judicially noticed;

"(2) to adopt, amend, and repeal bylaws designed to enable it to carry out the duties and functions imposed on it by this title;

"(3) in its corporate name, to sue and be sued, and to complain and to defend, in any court of competent jurisdiction (State or Federal), but no attachment, injunction, or similar process, mesne or final, shall be issued against the property of the Corporation or against the Corporation with respect to its property;

"(4) to conduct its business in any State of the United States and in the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, and Guam;

"(5) to enter into and perform contracts, leases, cooperative agreements, or other transactions, on such terms as it may deem appropriate, with (i) any agency or instrumentality of the United States, (ii) any State, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, or Guam (or any agency, instrumentality, or political subdivision thereof), or (iii) any person or agency;

"(6) to execute, in accordance with its bylaws, all instruments necessary or appropriate to the exercise of its powers;

"(7) to acquire (by purchase, gift, devise, lease, or sublease), and to accept jurisdiction over and to hold and own, and dispose of by sale, lease, or sublease, real or personal property, including but not limited to a facility for child care, or any interest therein for its corporate purposes;

"(8) to accept gifts or donations of services, or of property (whether real, personal, or mixed or whether tangible or intangible), in aid of any of the purposes of this title;

"(9) to operate, manage, superintend, and control any facility for child care under its jurisdiction and to repair, maintain, and otherwise keep up any such facility; and to establish and collect fees, rentals, or other charges for the use of such facility or the receipt of child care services provided therein;

"(10) to provide child care services for the public directly or by agreement or lease with any person, agency, or organization, and to make rules and regulations concerning the handling of referrals and applications for the admission of children to receive such services; and to establish and collect fees and other charges, including reimbursement allowances, for the provision of child care services: *Provided,* That, in determining how its funds shall be used for the provision of child care services within a community, the Corporation shall take into account any comprehensive planning for child care which has been done, and shall generally restrict its direct operation of programs to situations in which public or private agencies are unable to develop adequate child care;

"(11) to provide advice and technical assistance to persons desiring to enter into an agreement with the Corporation for the provision of child care services to assist them in developing their capabilities to provide such services under such an agreement;

"(12) to prepare, or cause to be prepared, plans, specifications, designs, and estimates of costs for the construction and equipment of facilities for child care services in which the Corporation provides child care directly;

"(13) to construct and equip, or by contract cause to be constructed and equipped, facilities (other than home child care facilities) for child care services: *Provided,* That the Corporation shall take into account any comprehensive planning for child care which has been done;

"(14) to invest any funds held in reserves or sinking funds, or any funds not required for immediate use or disbursement, at the discretion of the Board, in obligations of the United States or obligations the principal and interest on which are guaranteed by the United States;

"(15) to procure insurance, or obtain indemnification, against any loss in connection with the assets of the Corporation or any liability in connection with the activities of the Corporation, such insurance or indemnification to be procured or obtained in such amounts, and from such sources, as the Board deems to be appropriate;

"(16) to cooperate with any organization, public or private, the objectives of which are similar to the purposes of this title; and

"(17) to do any and all things necessary, convenient, or desirable to carry out the purposes of this title, and for the exercise of the powers conferred upon the Corporation in this title.

"(b) Funds of the Corporation shall not be invested in any obligation or security other than obligations of the United States or obligations the principal and interest on which are guaranteed by the United States; and any obligations or securities (other than obligations of the United States or obligations the principal and interest on which are guaranteed by the United States) acquired by the Corporation by way of gift or otherwise shall be sold at the earliest practicable date after they are so acquired.

"RECONSIDERATION OF CERTAIN DECISIONS

"SEC. 2008. Whenever any group or organization has presented to the Corporation a proposal, under which such group or organization would provide child care services on behalf of the Corporation, which has been rejected by the Corporation, such group or organization, upon request filed with the Board, may have a reconsideration of such proposal by the Corporation.

"CONFIDENTIALITY OF CERTAIN INFORMATION

"SEC. 2009. The Corporation shall impose such safeguards with respect to information held by it concerning applicants for and recipients of child care as are necessary or appropriate to assure that such information will be used only for purposes directly connected with the administration of this title that the privacy of such applicants or recipients will be protected, and that, when such information is used for statistical purposes, it will be used in such manner as not to identify the particular individuals involved.

"REVOLVING FUND

"SEC. 2010. (a) There is hereby established in the Treasury a revolving fund to be known as the Federal Child Care Corporation Fund (hereinafter in this title referred to as the 'fund') which shall be available to the Corporation without fiscal year limitation to carry out the purposes, functions, and powers of the Corporation under this title.

"(b) There shall be deposited in the fund—

"(1) funds loaned to the Corporation by the Treasury pursuant to subsection (d); and

"(2) the proceeds of all fees, rentals, charges, interest, or other receipts (including gifts) received by the Corporation.

"(c) Except for expenditures from the Federal child care corporation capital fund (established by section 2011 (d)) and expenditures from appropriated funds, all expenses of the Corporation (including salaries and other personnel expenses) shall be paid from the fund.

"(d) The Secretary of the Treasury shall, from time to time, in accordance with requests submitted to him by the Board, deposit, as a loan to the Corporation, in the fund such amounts (the aggregate of which shall not exceed $500,000,000). Beginning with the fiscal year ending June 30, 1976, the principal on any such loan shall be repaid by the Corporation in annual installments equal to 2 per centum of the principal amount of such loan (or such larger amount as the Corporation may elect to pay). The Corporation shall pay interest on any moneys so deposited in the fund for periods, during any fiscal year, that such moneys have been in such fund. Interest on such moneys for any fiscal year shall be paid on July 1 following the close of such fiscal year and shall be paid at a rate equal to the average rate of interest paid by the Treasury on long-term obligations during such fiscal year.

"(e) If the Corporation determines that the moneys in the fund are in excess of current needs, it may invest such amounts therefrom as it deems advisable in obligations of the

United States or obligations the payment of principal and interest of which is guaranteed by the United States.

"REVENUE BONDS OF CORPORATION

"SEC. 2011. (a) The Corporation is authorized (after consultation with the Secretary of the Treasury) to issue and sell bonds, notes, and other evidences of indebtedness (hereinafter in this section collectively referred to as 'bonds') whenever the Board determines that the proceeds of such bonds are necessary, together with other moneys available to the Corporation from the Federal Child Care Corporation Fund, to provide funds sufficient to enable the Corporation to carry out its purposes and functions under this title with respect to the acquisition, planning, construction, remodeling, or renovation of facilities for child care or sites for such facilities; except that (1) no such bonds shall be sold prior to July 1, 1974, (2) not more than $50,000,000 of such bonds shall be issued and sold during any fiscal year, and (3) the outstanding balance of all bonds so issued and sold shall not at any one time exceed $250,000,000.

"(b) Any such bonds may be secured by assets of the Corporation, including, but not limited to, fees, rentals, or other charges which the Corporation receives for the use of any facility for child care which the Corporation owns or in which the Corporation has an interest. Any such bonds are not, and shall not for any purpose be regarded as, obligations of the United States.

"(c) Any such bonds shall bear such rate of interest, have such dates of maturity, be in such denominations, be in such form, carry such registration privileges, be executed in such manner, be payable on such terms, conditions and at such place or places, and be subject to such other terms and conditions, as the Board may prescribe.

"(d) (1) There is hereby established in the Treasury a fund to be known as the 'Federal Child Care Corporation Capital Fund' (hereinafter in this title referred to as the 'Capital Fund'), which shall be available to the Coporation without fiscal year limitations to carry out the purposes and functions of the Corporation with respect to the acquisition, planning, construction, remodeling, renovation, or initial equipping of facilities for child care services, or sites for such facilities.

"(2) The proceeds of any bonds issued and sold pursuant to this section shall be deposited in the Capital Fund and shall be available only for the purposes and functions referred to in paragraph (1) of this subsection.

"CORPORATE OFFICES

"SEC. 2012. (a) The principal office of the Corporation shall be in the District of Columbia. For purposes of venue in civil actions, the Corporation shall be deemed to be a resident of the District of Columbia.

"(b) The Corporation shall establish offices in each major urban area and in such other areas as it deems necessary to carry out its duties as set forth in section 2003.

"TAXATION

"SEC. 2013. The Corporation, its property, assets, and income shall be exempt from taxation in any manner or form by the United States, a State (or political subdivision thereof).

"REPORTS TO CONGRESS

"SEC. 2014. (a) The Corporation shall not later than January 30 following the close of the second session of each Congress (commencing with January 30, 1973), submit to the Congress a written report on its activities during the period ending with the close of the session of Congress last preceding the submission of the report and beginning, in the case of the first such report so submitted, with the date of enactment of this title, and in the case of any such report thereafter, with the day after the last day covered by the last preceding report so submitted. As a separate part of any such report, there shall be included such data and information as may be required fully to apprise the Congress of the actions which the Corporation has taken to improve the quality and availability of child-care services, together with a statement regarding the future plans (if any) of the Corporation to further improve the quality of such services.

"(b) The Corporation shall conduct, on a continuing basis, a study of the standards for child care under section 2004, and shall report to the Congress, not later than January 1, 1976, the results of such study, together with the recommendations (if any) of the Board with respect to changes which should be made in establishing such standards.

"APPLICABILITY OF OTHER LAWS

"SEC. 2015. (a) Except as otherwise provided by this title, the Corporation, as a wholly owned Government corporation, shall be subject to the Government Corporation Control Act (31 U.S.C. 841–871).

"(b) The provisions of section 3648 of the Revised Statutes, as amended (31 U.S.C. 529), relating to advances of public moneys and certain other payments, shall not be applicable to the Corporation.

"(c) The provisions of section 3709 of the Revised Statutes, as amended (41 U.S.C. 5), or other provisions of law relating to competitive bidding, shall not be applicable to the Corporation; nor shall any other provision of law, limiting the authority of instrumentalities of the United States to enter into contracts, be applicable to the Corporation in respect to contracts entered into by the Corporation for the provision of child care services.

"(d) Except as otherwise provided in this title, all Federal laws dealing generally with agencies of the United States shall be deemed to be applicable to the Corporation, and all laws dealing generally with officers and employees of the United States shall be deemed to be applicable to officers and employees of the Corporation.

"(e) The provisions of the Public Buildings Act of 1959 (40 U.S.C. 601–615) shall not apply to the acquisition, construction, remodeling, renovation, alteration, or repair of any building of the Corporation or to the acquisition of any site for any such building.

"(f) All general Federal penal statutes relating to the larceny, embezzlement, conversion, or to the improper handling, retention, use, or disposal of moneys or property of the United States shall apply to the moneys and property of the Corporation.

"COLLECTION AND PUBLICATION OF STATISTICAL DATA

"SEC. 2016. The Corporation shall collect, classify, and publish, on a monthly and annual basis, statistical data relating to its operations and child care provided (directly or indirectly) by the Corporation together with such other data as may be relevant to the purposes and functions of the Corporation.

"RESEARCH AND TRAINING

"SEC. 2017. (a) The Secretary, in the administration of section 426, shall consult with and cooperate with the Corporation with a view to providing for the conduct of research and training which will be applicable to child care services.

"(b) The Secretary of Labor, in the administration of part C of title IV, shall consult with and cooperate with the Corporation with a view to preparing participants in programs under such part to become trained in the provision of child care services.

"(c) The Corporation shall have the authority to conduct directly or by way of contract programs of in-service training in day care services.

"NATIONAL ADVISORY COUNCIL ON CHILD CARE

"SEC. 2018. (a) (1) For the purpose of providing advice and recommendations for the consideration of the Board in matters of general policy in carrying out the purposes and functions of the Corporation, and with respect to improvements in the administration by the Corporation of its purposes and functions, there is hereby created a National Advisory Council on Child Care (hereinafter in this section referred to as the 'Council').

"(2) The Council shall be composed of the Secretary of Health, Education, and Welfare, the Secretary of Labor, the Secretary of Housing and Urban Development, and twelve individuals, who shall be appointed by the Board (without regard to the provisions of title 5, United States Code, governing appointments in the competitive service), and who are not otherwise in the employ of the United States.

"(3) Of the appointed members of the Council, not more than three shall be selected from individuals who are representatives of social workers or child welfare workers or nonprofit corporations or are from the field of education, and the remaining appointed members shall be selected from individuals who are representatives of consumers of child care (but not including more than one individual who is a representative of any organization which is composed of or represents recipients of such assistance).

"(b) Each appointed member of the Council shall hold office for a term of three years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for which his successor was appointed shall be appointed for the remainder of such term, and except that the terms of office of the appointed members first taking office shall expire, as designated by the Board at the time of appointment, four on June 30, 1973, four on June 30, 1974, and four on June 30, 1975.

"(c) The Council is authorized to engage such technical assistance as may be required to carry out its functions, and the Board shall, in addition, make available to the Council such secretarial, clerical, and other assistance and such pertinent data prepared by the Corporation as the Council may require to carry out its functions.

"(d) Appointed members of the Council shall, while serving on the business of the Council, be entitled to receive compensation at the rate of $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they shall be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

"(e) There are hereby authorized to be appropriated for each fiscal year such sums as may be necessary to carry out the povisions of this section.

"COOPERATION WITH OTHER AGENCIES

"SEC. 2019. (a) (1) The Corporation is authorized to enter into agreements with public and other nonprofit agencies or organizations whereby children receiving child care provided by the Corporation (whether directly or through arrangements with other persons) will be provided other services conducive to their health, education, recreation, or development.

"(2) Any such agreement with any such agency or organization shall provide that such agency or organization shall pay the Corporation in advance or by way of reimbursement, for any expenses incurred by it in providing any services pursuant to such agreement.

"(b) The Corporation may also enter into cooperative arrangements with the State health authority and the State agency primarily responsible for State supervision of public schools to utilize such agencies in the provision of health services and education for children receiving child care.

"DEFINITIONS

"SEC. 2020. For purposes of this title—

"(a) The term 'Corporation' means the Federal Child Care Corporation established pursuant to section 2002.

"(b) The term 'child care services' means the provision, by the person undertaking to care for any child, of such personal care, protection, and supervision of each child receiving such care as may be required to meet the child care needs of such child, including services provided by—

"(1) a child care facility;

"(2) a home child care facility;

"(3) a temporary child facility;

"(4) an individual as a provider of at-home child care;

"(5) a night care facility; or

"(6) a boarding facility.

"(c) The term 'child care facility' means any of the following facilities:

"(1) day nursery facility;

"(2) nursery school;

"(3) kindergarten;

"(4) child development center;

"(5) play group facility;

"(6) preschool child care center;

"(7) school age child care center;

"(8) summer day care program facility;

but only if such facility offers child care services to not less than six children; and in the case of a kindergarten, nursery school, or other daytime program, such facility is not a facility which is operated by a public school system, and the services of which are generally available without charge throughout a school district of such system;

"(d) The term 'home child care facility' means—

"(1) a family day care home;

"(2) a group day care home;

"(3) a family school day care home; or

"(4) a group school age day care home.

"(e) The term 'temporary child care facility' means—

"(1) a temporary child care home;

"(2) a temporary child care center; or

"(3) other facility (including a family home, or extended or modified family home) which provides care, on a temporary basis, to transient children.

"(f) The term 'at-home child care' means the provision, to a child in his own home, of child care services, by an individual, who is not a member of such child's family or a relative of such child, while such child's parents are absent from the home.

"(g) The term 'night care facility' means—

"(1) a night care home;

"(2) a night care center; or

"(3) other facility (including a family home, or extended or modified family home) which provides care, during the night, of children whose parents are absent from their home and who need supervision during sleeping hours in order for their parents to be gainfully employed.

"(h) The term 'boarding facility' means a facility (including a boarding home, a boarding center, family home, or extended or modified family home) which provides child care for children on a twenty-four hour per day basis (except for periods when the children are attending school) for periods, in the case of any child, not longer than one month.

"(i) The term 'day nursery' means a facility which, during not less than five days each week, provides child care to children of preschool age.

"(j) The term 'nursery school' means a school which accepts for enrollment therein only children between two and six years of age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein.

"(k) The term 'kindergarten' means a facility which accepts for enrollment therein only children between four and six years of age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein.

"(l) The term 'child development center' means a facility which accepts for enrollment therein only children of preschool age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein, and which provides for the children enrolled therein care, services, or instruction for not less than five days each week.

"(m) The term 'play group facility' means a facility which accepts as members thereof children of preschool age, which provides care or services to the members thereof for not more than three hours in any day, and which is established and operated primarily for recreational purposes.

"(n) The term 'preschool child care center' means a facility which accepts for enrollment therein children of preschool age, and which provides child care to children enrolled therein on a full-day basis for at least five days each week.

"(o) The term 'school age child care center' means a facility which accepts for enrollment therein only children of school age, and which provides child care for the children enrolled therein during the portion of the day when they are not attending school for at least five days each week.

"(p) The term 'summer day care program' means a facility which provides child care for children during summer vacation periods, and which is established and operated primarily for recreational purposes; but such term does not include any program which is operated by any public agency if participation in such program is without charge and is generally available to residents of any political subdivision.

"(q) The term 'family day care home' means a family home in which child care is provided, during the day, for not more than eight children (including any children under age fourteen who are members of the family living in such home or who reside in such home on a full-time basis).

"(r) The term 'group day care home' means an extended or modified family residence which offers, during all or part of the day, child care for not less than seven children (not including any child or children who are members of the family, if any, offering such services).

"(s) The term 'family school age day care home' means a family home which offers child care for not more than eight children, all of school age, during portions of the day when such children are not attending school.

"(t) The term 'group school age day care home' means an extended or modified family residence which offers family-like child care for not less than seven children (not counting any child or children who are members of the family, if any, offering such services) during portions of the day when such children are not attending school.

"(u) The term 'temporary child care home' means a family home which offers child care, on a temporary basis, for not more than eight children (including any children under age fourteen who are members of the family, if any, offering such care).

"(v) The term 'temporary child care center' means a facility (other than a family home) which offers child care, on a temporary basis, to not less than seven children.

"(w) The term 'night care home' means a family home which offers child care, during the night, for not more than eight children (including any children under age fourteen who are members of the family offering such care).

"(x) The term 'boarding home' means a family home which provides child care (including room and board) to not more than six children (including any children under age 14 who are members of the family offering such care).

"(y) The term 'boarding center' means a summer camp or other facility (other than a family home) which offers child care (including room and board) to not less than seven children.

"(z) The term 'facility', as used in connection with the term 'child care', 'home child care', 'temporary child care', 'night care', or 'boarding care', shall refer only to buildings and grounds (or portions thereof) actually used (whether exclusively or in part) for the provision of child care services."

(c) (1) Section 422 (a) (1) of such Act is amended by striking out subparagraph (C) thereof.

(2) Section 425 of such Act is amended by striking out "or day-care" and by adding "other than those defined in sec. 2118 (c)" after "child-care facilities".

(3) The amendments made by this subsection shall take effect July 1, 1972.

(d) Section 1101 (a) (1) of the Social Security Act is amended by striking out "and XIX" and inserting in lieu thereof "XIX, and XX,".

(e) (1) Section 5316 of title 5, United States Code (relating to Executive Schedule pay rates at level V), is amended by adding at the end thereof:

"(131) Chairman of the Board of Directors of the Federal Child Care Corporation.

"(132) Member of the Board of Directors of the Federal Child Care Corporation."

92D CONGRESS
1ST SESSION

H. R. 1

IN THE SENATE OF THE UNITED STATES

JULY 22, 1971

Referred to the Committee on Finance and ordered to be printed

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AMENDMENT

Intended to be proposed by Mr. RIBICOFF to H.R. 1, an Act to amend the Social Security Act to increase benefits and improve eligibility and computation methods under the OASDI program, to make improvements in the medicare, medicaid, and maternal and child health programs with emphasis on improvements in their operating effectiveness, to replace the existing Federal-State public assistance programs with a Federal program of adult assistance and a Federal program of benefits to low-income families with children with incentives and requirements for employment and training to improve the capacity for employment of members of such families, and for other purposes, viz:

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TITLE VI—CHILD CARE SERVICES ACT OF 1971

PART A—AMENDMENTS TO THE INTERNAL REVENUE CODE

SEC. 601. (a) Section 214(b) of the Internal Revenue Code of 1954 (relating to limitations on expenses for care of certain dependents) is amended—

(a) in paragraph (1) thereof, by—

(1) striking out "$600" each place it appears therein and inserting in lieu thereof "$1,000"; and

(2) striking out "$900" and inserting in lieu thereof "$1,500"; and

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(b) in subparagraph (B) of paragraph (2) thereof, by inserting "one-half of" after "reduced by" and by striking out "$6,000" and inserting in lieu thereof "$12,000".

(b) The amendments made by subsection (a) shall apply only with respect to taxable years beginning after December 31, 1971.

PART B—ESTABLISHMENT OF FEDERAL CHILD CARE CORPORATION

SEC. 611. This part may be cited as the "Federal Child Care Corporation Act".

SEC. 612. The Social Security Act is amended by adding after title XIX thereof the following new title:

"TITLE XX—FEDERAL CHILD CARE CORPORATION

"FINDINGS AND DECLARATION OF PURPOSE

"SEC. 2001. (a) The Congress finds and declares that—

"(1) the present lack of adequate child care services is detrimental to the walfare of families and children in that it limits opportunities of parents for employment or self-employment, and often results in inadequate care arrangements for children whose parents are unable to find appropriate care for them;

"(2) low-income families and dependent families are severely handicapped in their efforts to attain or maintain economic independence by the unavailability of adequate child care services;

"(3) many other families, especially those in which the mother is employed, have need for child care services, either on a regular basis or from time to time; an

"(4) there is presently no single agency or organization, public or private, which is carrying out the responsibility of meeting the Nation's needs for adequate child care services.

"(b) It is therefore the purpose of this title to promote the availability of adequate child care services throughout the Nation by providing for the establishment of a Federal Child Care Corporation which shall have the responsibility and authority to meet the Nation's unmet needs for adequate child care services, and which, in meeting such needs, will give special consideration to the needs for such services by families in which the mother is employed or preparing for employment, and will promote the well-being of all children by assuring that the child care services provided will be appropriate to the particular needs of the children receiving such services, and will provide for substantial community participation in the establishment, operation, and review of such services.

"ESTABLISHMENT AND ORGANIZATION OF CORPORATION

"SEC. 2002. (a) In order to carry out the purposes of this title, there is hereby created a body corporate to be known as the Federal Child Care Corporation (hereinafter in this title referred to as the 'Corporation').

"(b) (1) The powers and duties of the Corporation shall be vested in a Board of Directors (hereinafter in this title referred to as the 'Board').

"(2) The Board shall consist of five members, to be appointed by the President, by and with the advice and consent of the Senate. The President shall select for appointment to the Board individuals who are interested in the welfare of children and who support the aims and objectives of this title. At least two members shall be representative of nonprofit local community participation interests. One member of the Board shall, at the time of his appointment, be designated by the President as Chairman of the Board.

"(3) Not more than three members of the Board shall be members of the same political party.

"(4) Each member of the Board shall hold office for a term of three years, except that any member appointed to fill a vacancy which occurs prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and except that the terms of office of the members first taking office shall expire, as designated by the President at the time of appointment, one on June 30, 1973, one on June 30, 1974, one on June 30, 1975, one on June 30, 1976, and one on June 30, 1977.

"(c) Vacancies in the Board shall not impair the powers of the remaining members of the Board to exercise the powers vested in, and carry out the duties imposed upon the Corporation.

"(d) Each member of the Board shall, during his tenure in office, devote himself to the work of the Corporation and shall not during such tenure, engage in any other business or employment.

"(e) (1) The Board shall have the power to appoint (without regard to the provisions of title 5, United States Code, governing appointments in the competitive service) such personnel as it deems necessary to enable the Corporation to carry out its functions under this title. All personnel shall be appointed solely on the ground of their fitness to perform their duties and without regard to political affiliation, sex, race, creed, or color. The Board may (without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification and General Schedule pay rates) fix the compensation of personnel. The amount of the compensation payable to any employee shall be reasonably related to the compensation payable to State employees performing similar duties in the

State in which such employee is employed by the Corporation; except that, in no case shall the amount of the compensation payable to any employee be greater than that payable to Federal employees performing similar services. For purposes of the preceding sentence, personnel employed in the principal office of the Corporation shall be deemed to be performing services in the District of Columbia (which shall be deemed to be a State for such purposes), and personnel performing services in more than one State shall be deemed to be employed in the State in which their principal office of place of work is located.

"(2) The Board is authorized to obtain the services of experts and consultants on a temporary or intermittent basis in accordance with the provisions of section 3109 of title 5, United States Code, but at rates for individuals not to exceed the per diem equivalent of the rate authorized for GS-18 by section 5332 of such title.

"(3) The Board shall establish, within the Corporation, an Office of Program Evaluation and Auditing the functions of which shall be to assure that standards established under this title with respect to child care services and facilities providing such services will be met, and that funds of or under the control of the Corporation will be properly used. The Board shall utilize such Office to carry out the duties (relating to evaluation of facilities) imposed upon the Board under section 2004 (c) (2).

"DUTIES OF CORPORATION

"SEC. 2003. (a) It shall be the duty and function of the Corporation to fully meet the needs of the Nation for child care services by July 1, 1976.

"(b) (1) In carrying out such duty and function, the Corporation shall, through utilization of existing facilities for child care and otherwise, provide (or arrange for the provision of) child care services in the various communities of each State. Such child care services shall include the various types of care included in the term 'child care services' (as defined in section 2018 (b)) to the extent that the needs of the various communities may require.

"(2) (a) The Corporation shall charge and collect a reasonable fee for the child care services provided by it (whether directly or through arrangements with others). The fee so charged for any particular type of child care services provided in any facility shall be scaled according to income and family size for all children receiving such types of services in such facility. Any such fee so charged may be paid in whole or in part by any person (including any public agency) which agrees to pay such fee or a part thereof. No fees shall be charged to OFF participants during training and for one year following commencement of full-time employment.

"(b) The fee schedule adopted shall be designed to encourage the utilization of the most comprehensive day care program, provide day care at no cost to participants in manpower training programs and OFF participants for one year following commencement of full-time employment, and be consistent with the provisions of the family assistance plan.

"(3) The Corporation shall not enter into any arrangement with any person under which the facilities or services of such person will be utilized by the Corporation to provide child care services unless such person agrees (1) to accept any child referred to such person by the Corporation for child care services on the same basis and under the same conditions as other children applying for such services, and (2) to accept payment of all or any part of the fee imposed for such services from any public agency which shall agree to pay such fee or a part thereof from Federal funds.

"(c) In providing child care services in the various communities of the Nation, the Corporation shall accord first priority (1) to the needs for child care services of families on behalf of whom child care services will be paid in whole or in part from funds appropriated to carry out title IV and who are in need of such services to enable a member thereof to accept or continue in employment or participate in training to prepare such member for employment, and (2) to arranging for care in facilities providing hours of child care sufficient to meet the child care needs of children whose mothers are employed full time, and (3) provided that up to 25 percent of the enrollment in any child care program be permitted for children of parents other than those who qualify for services under title IV or OFF.

"STANDARDS FOR CHILD CARE

"SEC. 2004. (a) In order to assure that adequate standards for child care and development are met, the Corporation shall not provide or arrange for the provision of child care of any type or in any facility unless standards no less strict than the Federal Interagency Day Care Requirements as approved by the Department of Health, Education, and Welfare, the Office of Economic Opportunity, and the Department of Labor on September 23, 1968, are met, updated by July 1, 1974, at the latest.

"(b) Such requirements shall, by July 1, 1976, at a minimum incorporate the Interagency Recommendations of the Federal Panel on Early Childhood.

"(c) The Corporation shall conduct, on a continuing basis, a study of the standards for child care under section 2004, and shall report to the Congress, not later than January 1, 1976, the results of such study, together with the recommendations (if any) of the Board with respect to changes which should be made in establishing such standards. The Corporation shall review such regulations at least once a year and make amendments as needed to assure the highest possible standards for day care.

"(d) Where not already developed by the Federal Interagency Day Care Requirements, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Secretary of Labor shall develop uniform Federal standards including but not limited to staffing, health, sanitation, safety, fire protection, educational services, psychological and social services, adequate local community and parental participation, convenience of location, variety of activities and equipment, health and nutrition services, and nutritious meals and snacks. Such standards shall take effect as soon as practicable but in no event later than July 1, 1976. Such Federal standards shall be exclusive of all others, as provided in section 2606.

"(e) The Corporation shall develop standards as needed where none now exist.

"(f) The Board, in determining whether any particular facility meets minimum requirements imposed by subsection (a), shall evaluate, not less often than once each year, on the basis of inspections made by personnel employed by the Board or by others through arrangements with the Board, such facility separately and shall make a determination with respect to such facility after taking into account the location and type of care provided by such facility as well as the age group served by it.

"(g) The Corporation shall not provide (directly or through arrangements with other persons) child care in a child care facility or home child care facility unless—

"(1) such facility requires that, in order to receive child care provided by such facility, a child must have been determined by a physician (after a physical examination) to be in good health and must have been immunized against such diseases and within such prior period as the Board may prescribe in order adequately to protect the children receiving care in such facility from communicable disease (except that no child seeking to enter or receiving care in such a facility shall be required to undergo any medical examination, immunization, or physical evaluation or treatment) (except to the extent necessary to protect the public from epidemics of contagious diseases) (if his parent or guardian objects thereto in writing on religious grounds);

"(2) such facility provides for the daily evaluation of each child receiving care therein for indications of illness;

"(3) such facility provides adequate and nutritious (though not necessarily hot) meals and snacks, which are prepared in a safe and sanitary manner;

"(4) such facility has in effect procedures designed to assure that each staff member thereof is fully advised of the hazards to children of infection and accidents and is instructed with respect to measures designed to avoid or reduce the incidence or severity of such hazards:

"(5) such facility has in effect procedures under which the staff members of such facility (including voluntary and part-time staff members) are required to undergo, prior to their initial employment and periodically thereafter, medical assessments of their physical and mental competence to provide child care;

"(6) such facility keeps and maintains adequate health records on each child receiving care in such facility and on each staff member (including any voluntary or part-time staff member) of such facility who has contact with children receiving care in such facility; and

"(7) such facility has in effect, for the children receiving child care services provided by such facility, a program under which emergency medical care or first aid will be provided to any such child who sustains injury or becomes ill while receiving such services from such facility, the parent of such child (or other proper person) will be promptly notified of such injury or illness, and other children receiving such services in such facility will be adequately protected from contagious disease.

"(e) The Corporation shall not provide (directly or through arrangements with other persons) child care, in any child care facility or home child care facility, to any child unless there is offered to the parent or parents with whom such child is living (or, if such child is not living with a parent, the guardian or other adult person with whom such child is living) the opportunity of (A) meeting and consulting, from time to time, with the staff of such facility on the development of such child, and (B) observing, from time to time and without notice, such child while he is receiving care in such facility.

"PHYSICAL STRUCTURE AND LOCATION OF CHILD CARE FACILITIES

"SEC. 2005. (a) There may be utilized, to provide child care authorized by this title, new buildings especially constructed as child care facilities, as well as existing buildings which are appropriate for such purpose (including, but not limited to, schools, churches, social centers, apartment houses, public housing units, office buildings, and factories).

"(b) The Board, in selecting the location of any facility to provide child care under this title, shall, to the maximum extent feasible, give conisderation to such factors as whether the site selected therefor—

"(1) is safe, conducive to child development, welfare, and happiness;

"(2) is conveniently accessible to the children to be served by such facility, in terms of distance from the homes of such children as well as the length of travel time (on the part of such children and their parents) involved;

"(3) is sufficiently accessible from the place of employment of the parents of such children so as to enable such parents to participate in such programs, if any, as are offered to parents by such facility; and

"(4) is conveniently accessible to other facilities, programs, or resources which are related to, or beneficial in, the development of the children of the age group served by such facility.

"EXCLUSIVENESS OF FEDERAL STANDARDS; PENALTY FOR FALSE STATEMENT OR MISREPRESENTATION

"SEC. 2606. (a) Any facility in which child care services are provided by the Corporation (whether directly or through arrangements with other persons) shall not be subject to any licensing or similar requirements imposed by any State (or political subdivision thereof), and shall not be subject to any health, fire, safety, sanitary, or other requirements imposed by any State (or political subdivision thereof) with respect to facilities providing child care.

"(b) If any State (or political subdivision thereof), group, organization, or individual feels that the standards imposed, or proposed to be imposed, by the Corporation under section 2004 (c) (1) for child care facilities (or any type of class of child care facilities) are less protective of the welfare of children than those imposed on such facilities by such State (or political subdivision thereof, as the case may be), such State (or political subdivision thereof), group, organization, or individual may, by filing a request with the Corporation, obtain a hearing on the matter of the standards imposed or proposed to be imposed by the Corporation with respect to such facilities.

"(c) Whoever knowingly and willfully makes or causes to be made, or induces or seeks to induce the making of, any false statement or representation of a material fact with respect to the conditions or operation of any facility in order that such facility may qualify as a facility in which child care services are provided by the Corporation (whether directly or through arrangements with other persons) shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than $2,000 or imprisoned for not more than six months, or both, and shall be ineligible to participate further in child care services under this Act or any other federally funded or assisted day care program for two years following such conviction. At the end of such time, the Corporation shall determine whether the facility or person may participate under the provisions of this Act. Such Corporation decision shall be judicially reviewable as final administrative action.

"GENERAL POWERS OF CORPORATION

"SEC. 2007. (a) The Corporation shall have power—

"(1) to adopt, alter, and use a corporate seal, which shall be judicially noticed;

"(2) to adopt, amend, and repeal bylaws designed to enable it to carry out the duties and functions imposed on it by this title;

"(3) in its corporate name, to sue and be sued, and to complain and to defend, in any court of competent jurisdiction (State or Federal), but no attachment, injunction, or similar process, mesne or final, shall be issued against the property of the Corporation or against the Corporation with respect to its property;

"(4) to conduct its business in any State of the United States and in the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, and Guam;

"(5) to enter into and perform contracts, leases, cooperative agreements, or other transactions, on such terms as it may deem appropriate, with (i) any agency or instrumentality of the United States, (ii) any State, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, or Guam (or any agency, instrumentality, or political subdivision thereof), or (iii) any person or agency;

"(6) to execute, in accordance with its bylaws, all instruments necessary or appropriate to the exercise of its powers;

"(7) to acquire (by purchase, gift, devise, lease, or sublease), and to accept jurisdiction over and to hold and own, and dispose of by sale, lease, or sublease, real or personal property, including but not limited to a facility for child care, or any interest therein for its corporate purposes;

"(8) to accept gifts or donations of services, or of property (whether real, personal, or mixed or whether tangible or intangible), in aid of any of the purposes of this title;

"(9) to operate, manage, superintend, and control (consistent with substantial local community participation) any facility for child care under its jurisdiction and to repair, maintain, and otherwise keep up any such facility; and to establish and collect fees, rentals, or other charges for the use of such facility or the receipt of child care services provided therein;

"(10) to provide child care services for the public directly or by agreement or lease with any person, agency, or organization, and to make rules and regulations concerning the handling of referrals and applications for the admission of children to receive such services; and to establish and collect fees and other charges, including reimbursement allowances, for the provision of child care services: *Provided,* That, in determining how its funds shall be used for the provision of child care services within a community, the Corporation shall take into account any comprehensive planning for child care which has been done, and shall generally restrict its direct operation of programs to situations in which public or private agencies are unable to develop adequate child care;

"(11) to provide advice and technical assistance to persons desiring to enter into an agreement with the Corporation for the provision of child care services to assist them in developing their capabilities to provide such services under such an agreement;

"(12) to prepare, or cause to be prepared, plans, specifications, designs, and estimates of costs for the construction and equipment of facilities for child care services in which the Corporation provides child care directly;

"(13) to construct and equip, or by contract cause to be constructed and equipped, facilities (other than home child care facilities) for child care services: *Pro-*

vided, That the Corporation shall take into account any comprehensive planning for child care which has been done;

"(14) to invest any funds held in reserves or sinking funds, or any funds not required for immediate use or disbursement, at the discretion of the Board, in obligations of the United States or obligations the principal and interest on which are guaranteed by the United States;

"(15) to procure insurance, or obtain indemnification, against any loss in connection with the assets of the Corporation or any liability in connection with the activities of the Corporation, such insurance or indemnification to be procured or obtained in such amounts, and from such sources, as the Board deems to be appropriate;

"(16) to cooperate with any organization, public or private, the objectives of which are similar to the purposes of this title; and

"(17) to do any and all things necessary, convenient, or desirable to carry out the purposes of this title, and for the exercise of the powers conferred upon the Corporation in this title.

"(b) Funds of the Corporation shall not be invested in any obligation or security other than obligations of the

United States or obligations the principal and interest on which are guaranteed by the United States; and any obligations or securities (other than obligations of the United States or obligations the principal and interest on which are guaranteed by the United States) acquired by the Corporation by way of gift or otherwise shall be sold at the earliest practicable date after they are so acquired.

"RECONSIDERATION OF CERTAIN DECISIONS

"SEC. 2008. Whenever any group or organization has presented to the Corporation a proposal, under which such group or organization would provide child care services on behalf of the Corporation, which has been rejected by the Corporation, such group or organization, upon request filed with the Board, may have a reconsideration of such proposal by the Corporation.

"CONFIDENTIALITY OF CERTAIN INFORMATION

"SEC. 2009. The Corporation shall impose such safeguards with respect to information held by it concerning applicants for and recipients of child care as are necessary or appropriate to assure that such information will be used only for purposes directly connected with the administration of this title that the privacy of such applicants or recipients will be protected, and that, when such information is used for statistical purposes, it will be used in such manner as not to identify the particular individuals involved.

"REVOLVING FUND

"SEC. 2010. (a) There is hereby established in the Treasury a revolving fund to be known as the Federal Child Care Corporation Fund (hereinafter in this title referred to as the 'fund') which shall be available to the Corporation without fiscal year limitation to carry out the purposes, functions, and powers of the Corporation under this title.

"(b) There shall be deposited in the fund—

"(1) funds loaned to the Corporation by the Treasury pursuant to subsection (d); and

"(2) the proceeds of a fees, rentals, charges, interest, or other receipts (including gifts) received by the Corporation; and

"(3) additional appropriations necessary to carry out the purposes of this Act.

"(c) Except for expenditures from the Federal child care corporation capital fund (established by section 2011 (d)) and expenditures from appropriated funds, all expenses of the Corporation (including salaries and other personnel expenses) shall be paid from the fund.

"(d) The Secretary of the Treasury shall, from time to time, in accordance with requests submitted to him by the Board, deposit, as a loan to the Corporation, in the fund such amounts (the aggregate of which shall not exceed $500,000,000). Beginning with the fiscal year ending June 30, 1976, the principal on any such loan shall be repaid by the Corporation in annual installments equal to 2 per centum of the principal amount of such loan (or such larger amount as the Corporation may elect to pay). The Corporation shall pay interest on any moneys so deposited in the fund for periods, during any fiscal year, that such moneys have been in such fund. Interest on such moneys for any fiscal year shall be paid on July 1 following the close of such fiscal year and shall be paid at a rate equal to the average rate of interest paid by the Treasury on long-term obligations during such fiscal year.

"(e) If the Corporation determines that the moneys in the fund are in excess of current needs, it may invest such amounts therefrom as it deems advisable in obligations of the United States or obligations the payment of principal and interest of which is guaranteed by the United States.

"REVENUE BONDS OF CORPORATION

"Sec. 2011. (a) The Corporation is authorized (after consultation with the Secretary of the Treasury) to issue and sell bonds, notes, and other evidences of indebtedness (hereinafter in this section collectively referred to as 'bonds') whenever the Board determines that the proceeds of such bonds are necessary, together with other moneys available to the Corporation from the Federal Child Care Corporation Fund, to provide funds sufficient to enable the Corporation to carry out its purposes and functions under this title with respect to the acquisition, planning, construction, remodeling, or renovation of facilities for child care or sites for such facilities; except that (1) no such bonds shall be sold prior to July 1, 1974, (2) not more than $50,000,000 of such bonds shall be issued and sold during any fiscal year, and (3) the outstanding balance of all bonds so issued and sold shall not at any one time exceed $250,000,000.

"(b) Any such bonds may be secured by assets of the Corporation, including, but not limited to, fees, rentals, or other charges which the Corporation receives for the use of any facility for child care which the Corporation owns or in which the Corporation has an interest. Any such bonds are not, and shall not for any purpose be regarded as, obligations of the United States.

"(c) Any such bonds shall bear such rate of interest, have such dates of maturity, be in such denominations, be in such form, carry such registration privileges, be executed in such manner, be payable on such terms, conditions and at such place or places, and be subject to such other terms and conditions, as the Board may prescribe.

"(d) (1) There is hereby established in the Treasury a fund to be known as the 'Federal Child Care Corporation Capital Fund' (hereinafter in this title referred to as the 'Capital Fund'), which shall be available to the Corporation without fiscal year limitations to carry out the purposes and functions of the Corporation with respect to the acquisition, planning, construction, remodeling, renovation, or initial equipping of facilities for child care services, or sites for such facilities, and for subsidization, in whole or in part to needy day care participants, of the costs of day care.

"(2) The proceeds of any bonds issued and sold pursuant to this section shall be deposited in the Capital Fund and shall be available only for the purposes and functions referred to in paragraph (1) of this subsection.

"CORPORATE OFFICES

"SEC. 2012. (a) The principal office of the Corporation shall be in the District of Columbia. For purposes of venue in civil actions, the Corporation shall be deemed to be a resident of the District of Columbia.

"(b) The Corporation shall establish offices in each major urban area and in such other areas as it deems necessary to carry out its duties as set forth in section 2003.

"TAXATION

"SEC. 2013. The Corporation, its property, assets, and income shall be exempt from taxation in any manner or form by the United States, a State (or political subdivision thereof).

"REPORTS TO CONGRESS

"SEC. 2014. The Corporation shall not later than January 30 following the close of the second session of each

Congress (commencing with January 30, 1973), submit to the Congress a written report on its activities during the period ending with the close of the session of Congress last preceding the submission of the report and beginning, in the case of the first such report so submitted, with the date of enactment of this title, and in the case of any such report thereafter, with the day after the last day covered by the last preceding report so submitted. As a separate part of any such report, there shall be included such data and information as may be required fully to apprise the Congress of the actions which the Corporation has taken to improve the quality and availability of child-care services, together with a statement regarding the future plans (if any) of the Corporation to further improve the quality of such services.

"APPLICABILITY OF OTHER LAWS

"SEC. 2015. (a) Except as otherwise provided by this title, the Corporation, as a wholly owned Government corporation, shall be subject to the Government Corporation Control Act (31 U.S.C. 841-871).

"(b) The provisions of section 3648 of the Revised Statutes, as amended (31 U.S.C. 529), relating to advances of public moneys and certain other payments, shall not be applicable to the Corporation.

"(c) The provisions of section 3709 of the Revised Statutes, as amended (41 U.S.C. 5), or other provisions of law relating to competitive bidding, shall not be applicable to the Corporation; nor shall any other provision of law, limiting the authority of instrumentalities of the United States to enter into contracts, be applicable to the Corporation in respect to contracts entered into by the Corporation for the provision of child care services.

"(d) Except as otherwise provided in this title, all Federal laws dealing generally with agencies of the United States shall be deemed to be applicable to the Corporation, and all laws dealing generally with officers and employees of the United States shall be deemed to be applicable to officers and employees of the Corporation.

"(e) The provisions of the Public Buildings Act of 1959 (40 U.S.C. 601–615) shall not apply to the acquisition, construction, remodeling, renovation, alteration, or repair of any building of the Corporation or to the acquisition of any site for any such building.

"(f) All general Federal penal statutes relating to the larceny, embezzlement, conversion, or to the improper handling, retention, use, or disposal of moneys or property of the United States shall apply to the moneys and property of the Corporation.

"COLLECTION AND PUBLICATION OF STATISTICAL DATA

"SEC. 2016. The Corporation shall collect, classify, and publish, on a monthly and annual basis, statistical data relating to its operations and child care provided (directly or indirectly) by the Corporation together with such other data as may be relevant to the purposes and functions of the Corporation.

"RESEARCH AND TRAINING

"SEC. 2017. (a) The Secretary, in the administration of section 426, shall consult with and cooperate with the Corporation with a view to providing for the conduct of research and training which will be applicable to child care services.

"(b) The Secretary of Labor, in the administration of part C of title IV, shall consult with and cooperate with the Corporation with a view to preparing participants in programs under such part to become trained in the provision of child care services.

"(c) The Corporation shall have the authority to conduct directly or by way of contract programs of in-service training in day care services.

"NATIONAL ADVISORY COUNCIL ON CHILD CARE

"SEC. 2018. (a) (1) For the purpose of providing advice and recommendations for the consideration of the Board in matters of general policy in carrying out the purposes and functions of the Corporation, and with respect to improvements in the administration by the Corporation of its purposes and functions, there is hereby created a National Advisory Council on Child Care (hereinafter in this section referred to as the 'Council').

"(2) The Council shall be composed of the Secretary of Health, Education, and Welfare, the Secretary of Labor, the Director of the Office of Economic Opportunity, the Secretary of Housing and Urban Development, and eleven individuals, who shall be appointed by the Board (without regard to the provisions of title 5, United States Code, governing appointments in the competitive service) and who are not otherwise in the employ of the United States.

"(3) Of the appointed members of the Council, not more than three shall be selected from individuals who are representatives of social workers or child welfare workers or nonprofit corporations or are from the field of education, and the remaining appointed members shall be selected from individuals who are representatives of consumers of child care.

"(b) Each appointed member of the Council shall hold office for a term of three years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for which his successor was appointed shall be appointed for the remainder of such term, and except that the terms of office of the appointed members first taking office shall expire, as designated by the Board at the time of appointment, four on June 30, 1973, four on June 30, 1974, and four on June 30, 1975.

"(c) The Council is authorized to engage such technical assistance as may be required to carry out its functions, and the Board shall, in addition, make available to the Council such secretarial, clerical, and other assistance and such pertinent data prepared by the Corporation as the Council may require to carry out its functions.

"(d) Appointed members of the Council shall, while serving on the business of the Council, be entitled to receive compensation at the rate of $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they shall be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

"(e) (1) In view of the geographical and demographical diversity of the United States, the National Advisory Council may appoint local, State, and regional councils as necessary to insure that child care services are appropriately located, that full utilization is made of existing resources, that cooperation is obtained from education, health, child welfare, social services, and volunteer groups, and that substantial local community participation in the establishment, operation, and review of day care programs is obtained.

"(2) Where child care services are provided directly by the Corporation, such councils shall administer and operate such programs.

"(3) Such councils shall include not less than 25 percent of the membership as parents whose children are presently in or have in the preceding five years been enrolled in a day care program.

"(f) There are hereby authorized to be appropriated for each fiscal year such sums as may be necessary to carry out the provisions of this section.

"COOPERATION WITH OTHER AGENCIES

"SEC. 2019. (a) (1) The Corporation shall enter into agreements with public and other nonprofit agencies or organizations whereby children receiving child care provided by the Corporation (whether directly or through arrangements with other persons) will be provided other services conducive to their health, education, recreation, or development.

"(2) Such agreements with any such agency or organization shall provide that such agency or organization shall pay the Corporation in advance or by way of reimbursement, for any expenses incurred by it in providing any services pursuant to such agreement.

"(b) The Corporation shall also enter into cooperative arrangements with the State health authority and the State agency primarily responsible for State supervision of public schools to utilize such agencies in the provision of health services and education for children receiving child care.

"DEFINITIONS

"SEC. 2020. For purposes of this title—

"(a) The term 'Corporation' means the Federal Child Care Corporation established pursuant to section 2002.

"(b) The term 'child care services' means the provision. by the person undertaking to care for any child, of such personal care, protection, development, and supervision of each child receiving such care as may be required to meet the child care needs of such child, including services provided by—

"(1) a child care facility;

"(2) a home child care facility;

"(3) a temporary child care facility;

"(4) an individual as a provider of at-home child care;

"(5) a night care facility; or

"(6) a boarding facility.

"(c) The term 'child care facility' means any of the following facilities:

"(1) day nursery facility;

"(2) nursery school;

"(3) kindergarten;

"(4) child development center;

"(5) play group facility;

"(6) preschool child care center;

"(7) school age child care center;

"(8) summer day care program facility;

but only if such facility offers child care services to not less than six children; and in the case of a kindergarten, nursery school, or other daytime program, such facility is not a facility which is operated by a public school system, and the services of which are generally available without charge throughout a school district of such system;

"(d) The term 'home child care facility' means—

"(1) a family day care home;

"(2) a group day care home;

"(3) a family school day care home; or

"(4) a group school age day care home.

"(e) The term 'temporary child care facility' means—

"(1) a temporary child care home;

"(2) a temporary child care center; or

"(3) other facility (including a family home, or extended or modified family home) which provides care, on a temporary basis, to transient children.

"(f) The term 'at-home child care' means the provision, to a child in his own home, of child care services, by an individual, who is not a member of such child's family or a relative of such child, while such child's parents are absent from the home.

"(g) The term 'night care facility' means—

"(1) a night care home;

"(2) a night care center; or

"(3) other facility (including a family home, or extended or modified family home) which provides care, during the night, of children whose parents are absent from their home and who need supervision during sleeping hours in order for their parents to be gainfully employed.

"(h) The term 'boarding facility' means a facility (including a boarding home, a boarding center, family home, or extended or modified family home) which provides child care for children on a twenty-four hour per day basis (except for periods when the children are attending school) for periods, in the case of any child, not longer than one month.

"(i) The term 'day nursery' means a facility which, during not less than five days each week, provides child care to children of preschool age.

"(j) The term 'nursery school' means a school which accepts for enrollment therein only children between two and six years of age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein.

"(k) The term 'kindergarten' means a facility which accepts for enrollment therein only children between four and six years of age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein.

"(l) The term 'child development center' means a facility which accepts for enrollment therein only children of preschool age, which is established and operated primarily for educational purposes to meet the developmental needs of the children enrolled therein, and which provides for the children enrolled therein care, services, or instruction for not less than five days each week.

"(m) The term 'play group facility' means a facility which accepts as members thereof children of preschool age, which provides care or services to the members thereof for not more than three hours in any day, and which is established and operated primarily for recreational purposes.

"(n) The term 'preschool child care center' means a facility which accepts for enrollment therein children of preschool age, and which provides child care to children enrolled therein on a full-day basis for at least five days each week.

"(o) The term 'school age child care center' means a facility which accepts for enrollment therein only children of school age, and which provides child care for the children enrolled therein during the portion of the day when they are not attending school for at least five days each week.

"(p) The term 'summer day care program' means a facility which provides child care for children during summer vacation periods, and which is established and operated primarily for recreational purposes; but such term does not include any program which is operated by any public agency if participation in such program is without charge and is generally available to residents of any political subdivision.

"(q) The term 'family day care home' means a family home in which child care is provided, during the day, for not more than eight children (including any children under age fourteen who are members of the family living in such home or who reside in such home on a full-time basis).

"(r) The term 'group day care home' means an extended or modified family residence which offers, during all or part of the day, child care for not less than seven children (not including any child or children who are members of the family, if any, offering such services).

"(s) The term 'family school age day care home' means a family home which offers child care for not more than eight children, all of school age, during portions of the day when such children are not attending school.

"(t) The term 'group school age day care home' means an extended or modified family residence which offers family-like child care for not less than seven children (not counting any child or children who are members of the family, if any, offering such services) during portions of the day when such children are not attending school.

"(u) The term 'temporary child care home' means a family home which offers child care, on a temporary basis, for not more than eight children (including any children under age fourteen who are members of the family, if any, offering such care).

"(v) The term 'temporary child care center' means a facility (other than a family home) which offers child care, on a temporary basis, to not less than seven children.

"(w) The term 'night care home' means a family home which offers child care, during the night, for not more than eight children (including any children under age fourteen who are members of the family offering such care).

"(x) The term 'boarding home' means a family home which provides child care (including room and board) to not more than six children (including any children under age 14 who are members of the family offering such care).

"(y) The term 'boarding center' means a summer camp or other facility (other than a family home) which offers child care (including room and board) to not less than seven children.

"(z) The term 'facility', as used in connection with the term 'child care', 'home child care', 'temporary child care', 'night care', or 'boarding care', shall refer only to buildings and grounds (or portions thereof) actually used (whether exclusively or in part) for the provision of child care services."

(c) (1) Section 422 (a) (1) of such Act is amended by striking out subparagraph (C) thereof.

(2) The amendments made by this subsection shall take effect July 1, 1972.

(d) (1) Section 5316 of title 5, United States Code (relating to Executive Schedule pay rates at level V), is amended by adding at the end thereof:

"(131) Chairman of the Board of Directors of the Federal Child Care Corporation.

"(132) Member of the Board of Directors of the Federal Child Care Corporation."

PROVISIONS OF H.R. 1 RELATING TO CHILD CARE

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[OPPORTUNITIES FOR FAMILIES PROGRAM]

CHILD CARE AND OTHER SUPPORTIVE SERVICES

SEC. 2112. (a)(1) The Secretary of Labor shall make provision for the furnishing of child care services in such cases and for so long as he deems appropriate (subject to section 2179) for individuals who are currently registered pursuant to section 2111(a) or referred pursuant to section 2117(a) (or who have been so registered or referred within such period or periods of time as the Secretary of Labor may prescribe) and who need child care services in order to accept or continue to participate in manpower services, training, or employment, or vocational rehabilitation services.

Provides that the Secretary of Labor shall arrange for child care services for registered persons who are participating in manpower services, training, or employment.

(2) In making provision for the furnishing of child care services under this subsection, the Secretary of Labor shall, in accordance with standards established pursuant to section 2134(a), arrange for or purchase, from whatever sources may be available, all such necessary child care services, including necessary transportation. Where available, services provided through facilities developed by the Secretary of Health, Education, and Welfare shall be utilized on a priority basis.

Provides for purchase of necessary child care services, with priority on utilizing services developed by Secretary of Health, Education, and Welfare.

(3) In cases where child care services cannot as a practical matter be made available in facilities developed by the Secretary of Health, Education, and Welfare, the Secretary of Labor may provide such services (A) by grants to public or nonprofit private agencies or contracts with public or private agencies or other persons, through such public or private facilities as may be available and appropriate (except that no such funds may be used for the construction of facilities (as defined in section 2134(b)(2)), and (B) through the assurance of such services from

Provides that services may be provided through contracts and grants with public and private agencies.

other appropriate sources. In addition to other grants or contracts made under clause (A) of the preceding sentence, grants or contracts under such clause may be made to or with any agency which is designated by the appropriate elected or appointed official or officials in such area and which demonstrates a capacity to work effectively with the manpower agency in such area (including provision for the stationing of personnel with the manpower team in appropriate cases). To the extent appropriate, such care for children attending school which is provided on a group or institutional basis shall be provided through arrangements with the appropriate local educational agency.

Provides that those receiving child care services should pay part or all of the cost when able.

(4) The Secretary of Labor may require individuals receiving child care services made available under paragraph (2) or provided under paragraph (3) to pay (in accordance with the schedule or schedules prescribed under section 2134(a)) for part or all of the cost thereof, and may require (as a condition of benefits under this part) that individuals receiving child care services otherwise furnished pursuant to provision made by him under paragraph (1) shall pay for the cost of such services if such cost will be excludable under section 2153(b)(3).

Provides for close cooperation between the manpower agencies and providers of child care.

(5) In order to promote, in a manner consistent with the purposes of this title, the effective provision of child care services, the Secretary of Labor shall assure the close cooperation of the manpower agency with the providers of child care services and shall, through the utilization of training programs and in cooperation with the Secretary of Health, Education, and Welfare, prepare persons registered pursuant to section 2111 for employment in child care facilities.

Provides for regular reports on amount and location of child care services.

(6) The Secretary of Labor shall regularly report to the Secretary of Health, Education, and Welfare concerning the amount and location of the child care services which he has had to provide (and expects to have to provide) under paragraph (3) because such services were not (or will not be) available under paragraph (2).

Directs Secretary of Labor to allocate 50% of child care funds

(7) Of the amount appropriated to enable the Secretary of Labor to carry out his responsibilities under this subsection for any fiscal year, not less than

50 percent shall be expended by the Secretary of Labor in accordance with a formula under which the expenditures made in any State shall bear the same ratio to the total of such expenditures in all the States as the number of mothers registered under section 2111 in such State bears to the total number of mothers so registered in all the States.[1]

among the States on basis of number of mothers registered for work and training in each State.

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[Family Assistance Plan]

CHILD CARE AND OTHER SUPPORTIVE SERVICES

Sec. 2133. (a)(1) The Secretary of Health, Education, and Welfare shall make provision for the furnishing of child care services in such cases and for so long as he deems appropriate (subject to section 2179) for individuals who are currently referred pursuant to section 2132(a) for vocational rehabilitation (or who have been so referred within such period or periods of time as the Secretary of Health, Education, and Welfare may prescribe) and who need child care services in order to be able to participate in the vocational rehabilitation program.

Provides for child care services for individuals participating in vocational rehabilitation services.

(2) In making provision for the furnishing of child care services under this subsection, the Secretary of Health, Education, and Welfare shall arrange for and purchase, from whatever sources may be available, all such necessary child care services, including necessary transportation, placing priority on the use of facilities developed pursuant to section 2134.

Directs the Secretary of HEW to arrange for all necessary child care services including transportation.

(3) Where child care services cannot as a practical matter be made available in facilities developed pursuant to section 2134, the Secretary of Health, Education, and Welfare may provide such services, by grants to public or nonprofit private agencies or contracts with public or private agencies or other persons, through such public or private facilities as may be available and appropriate (except that no such funds may be used for the construction of facilities (as defined in section 2134(b)(2))). In addition to other grants and contracts made under the preceding sentence, grants or contracts under such sentence may be made to or with any agency which is

Authorizes the tary of HEW to provide child care services by grant or contract with public or private facilities when such services are not available through facilities constructed by the Secretary and requires proper designation designated by the appropriate elected or appointed official or officials in such area and which demonstrates a capacity to work effectively with the manpower agency in such area (including provision for the stationing of personnel with the manpower team in appropriate cases). To the extent appropriate, such care for children attending school which is provided on a group or institutional basis shall be provided through arrangements with the appropriate local educational agency.

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[1] Pages 330-333.

of the facilities by the appropriate local official. Provides that, when appropriate, group care of school age children can be made through arrangements with local educational agencies.

(4) The Secretary of Health, Education, and Welfare may require individuals receiving child care services made available under paragraph (2) or provided under paragraph (3) to pay (in accordance with the schedule or schedules prescribed under section 2134(a)) for part or all of the cost thereof, and may require (as a condition of benefits under this part) that individuals receiving child care services otherwise furnished pursuant to provision made by him under paragraph (1) shall pay for the cost of such services if such cost will be excludable under section 2153(b)(3).[2]

Provides that the Secretary of HEW may require individuals participating in vocational rehabilitation to pay all or part of the cost of child care services if they are able.

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STANDARDS FOR CHILD CARE; DEVELOPMENT OF FACILITIES

SEC. 2134. (a) In order to promote the effective provision of child care services, the Secretary of Health, Education, and Welfare shall (1) establish, with the concurrence of the Secretary of Labor, standards assuring the quality of child care services provided under this title, (2) prescribe such schedule or schedules as may be appropriate for determining the extent to which families are to be required (in the light of their ability) to pay the costs of child care for which provision is made under section 2112(a)(1) or section 2133(a)(1), and (3) coordinate the provision of child care services under this title with other child care and social service programs which are available.

Provides for the establishment of standards for the quality of child care services, reasonable fees for families who are able to pay for these services, and for coordination of child care services under this title with other available child care services.

(b)(1) The Secretary of Health, Education, and Welfare, taking into account the requirement of section 2112(a)(7), is authorized to provide for (and

Provides for construction of child care facilities through grants or pay part or all of the cost of) the construction of facilities, through grants to or contracts made with public nonprofit agencies or organizations, in or through which child care services are to be provided under this title.

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[2] Pages 347-349.

contracts with public or private nonprofit agencies.

(2) For purposes of this subsection, the term "construction" means acquisition, alteration, remodeling, or renovation of facilities, and includes, where the Secretary finds it is not feasible to use or adapt facilities for use for the provision of child care, construction (including acquisition of land therefor) of facilities for such care.

Defines "construction" as acquisition, alteration, remodeling, or renovation—as well as construction of new facilities where it is not feasible to adapt existing ones.

(3) If within twenty years of the completion of any construction for which Federal funds have been paid under this subsection—

> (A) the owner of the facility shall cease to be a public or nonprofit private agency or organization, or
>
> (B) the facility shall cease to be used for the purposes for which it was constructed, unless the Secretary determines in accordance with regulations that there is good cause for releasing the owner of the facility from the obligation to do so.

the United States shall be entitled to recover from the owner of the facility an amount which bears to the then value of the facility (or so much thereof as constituted an approved project or projects) the same ratio as the amount of such Federal funds bore to the cost of construction of the facility financed with the aid of such funds. Such value shall be determined by agreement of the parties or by action brought in the United States district court for the district in which the facility is situated.

Provides for reimbursement to the government of an amount based on the ratio of the amount of Federal funds to the total cost of construction of the facility if within 20 years of its completion, a facility constructed with Federal funds is no longer owned by a public or nonprofit private agency or is no longer used for the purpose for which it was constructed.

(4) All laborers and mechanics employed by contractors or subcontractors on all construction projects assisted under this subsection shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276(a)–276(a)–5). The Secretary of Labor shall have with respect the labor standards specified in this subsection the authority and functions set forth in Reorganization

Provides that laborers and mechanics employed on construction projects be paid at least the prevailing wage of the locale.

Plan Numbered 14 of 1950 (15 F.R. 3176) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276 (c)).

(5) Of the sums authorized by section 2101 to be appropriated for any fiscal year, not more than $50,000,000 shall be appropriated for purposes of the provisions of this subsection.

Authorizes appropriation of not more than $50 million for any fiscal year to carry out the purposes of this subsection.

(c) The Secretary of Health, Education, and Welfare is authorized to make grants to any public or nonprofit private agency or organization, and contracts with any public or private agency or organization, for part or all of the cost of planning; establishment of new child care facilities or improvement of existing child care facilities, and operating costs (for periods not in excess of 24 months or for such longer periods as the Secretary finds necessary to insure continued operation) of such new or improved facilities; evaluation; training of personnel, especially the training of individuals receiving benefits pursuant to part A and registered pursuant to section 2111; technical assistance; and research or demostration projects to determine more effective methods of providing and such care.[3]

Authorizes funds for grants and contracts for planning, evaluation, training of personnel, technical assistance, and research and demonstration projects to determine more effective methods of providing child care.

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INITIAL AUTHORIZATION FOR APPROPRIATIONS FOR CHILD CARE SERVICES

SEC. 2179. Of the sums authorized by section 2101 to be appropriated for the fiscal year ending June 30, 1973, not more than $700,000,000 in the aggregate shall be appropriated to the Secretary of Labor to enable him to carry out his responsibilities under section 2112(a) and to the Secretary of Health, Education, and Welfare to enable him to carry out his responsibilities under sections 2133(a) and 2134(c).[4]

Authorizes appropriations of up to $700 million for child care services in fiscal year 1973.

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[3] Pages 349–352.
[4] Pages 386–387.

CHILD CARE SERVICES FOR AFDC RECIPIENTS DURING TRANSITIONAL PERIOD

SEC. 508. Until the close of June 30, 1972, the Secretary of Health, Education, and Welfare may utilize his authority under section 2133 of the Social Security Act (as added by section 401 of this Act) to provide for the furnishing of child care services for members of families who are entitled to receive services under part A of title IV of the Social Security Act and who need child care services in order to accept and participate in employment or to participate in a work incentive program under part C of such title, as though such family members were individuals referred pursuant to section 2132(a) of such Act.[5]

Conforming amendment providing for continuation of child care services to AFDC recipients as presently provided for under Parts A and C of Title IV, until June 30, 1972.

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[5] Page 413.

The CHAIRMAN. Our first witness today will be Hon. Elliot Richardson, Secretary of the Department of Health, Education, and Welfare, accompanied by Dr. Edward Zigler, head of the Office of Child Development.

Mr. Secretary, we will be pleased to hear your testimony at this time.

STATEMENT OF HON. ELLIOT L. RICHARDSON, SECRETARY OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY DR. EDWARD ZIGLER, DIRECTOR, OFFICE OF CHILD DEVELOPMENT; STEPHEN KURZMAN, ASSISTANT SECRETARY FOR LEGISLATION; AND DR. JAMES BAX, COMMISSIONER, COMMUNITY SERVICES ADMINISTRATION

Secretary RICHARDSON. Thank you, Mr. Chairman and members of the committee.

In addition to Dr. Edward Zigler, Director of the Office of Child Development, I am also accompanied, Mr. Chairman, by Mr. Stephen Kurzman, Assistant Secretary for Legislation, whom I know the committee has met before, and by a new member of the Department, Dr. James Bax, Commissioner of the Community Servics Administration, which is the arm of the Department presently most concerned with the provision of services including day care.

I am pleased, Mr. Chairman and members of the committee, to have the opportunity to appear before you today to present the Administration's position on the child care provisions of H.R. 1, the welfare reform bill pending before the committee, as well as to discuss more broadly the problem of child care, including the bills to which you have just referred.

Child care, and the Federal Government's role in expanding and improving child care, are critically important subjects, as you just observed, Mr. Chairman, and a key element of any welfare reform must be the provision of day care services for all children of mothers who wish to work, and so we welcome the opportunity to discuss this subject with you separately from the remainder of H.R. 1, on which I had the privilege of testifying some weeks ago.

I might simply add in that connection, Mr. Chairman, that as the committee is aware, we recently reviewed the administrativce requirements of implementing H.R. 1, and were forced to conclude that there is an irreducible minimum amount of time between enactment and implementation, and so it is urgent, we believe, that we have action on welfare reform in order to enable us to go forward with the development of any program, including the development of day care services.

CHILD CARE GOALS

When President Nixon presented his plan for welfare reform in August 1969, he set two interrelated goals for the Federal Government in the great expansion of child care services toward which the administration and the Congress are clearly moving:

First, increased availability of child care will, in the President's words, "* * * make it possible for mothers to take jobs by which they can support themselves and their children." Expanded child care will help relieve many families from their dependency on welfare. In this respect the administration's child care proposals are a critical element in the future success of our efforts to substitute workfare for welfare.

Second, the nature of the child care services we propose will improve the first 5 years of life for many children. The President stated:

> The child care I propose is more than custodial. This Administration is committed to a new emphasis on child development in the first five years of life. The day care that would be part of this plan would be of a quality that will help in the development of the child and provide for its health and safety, and would break the poverty cycle for the new generation.

Obviously, these two goals of the child care component of H.R. 1 are closely interrelated. Mothers naturally feel a responsibility for the growth and development of their children. If a mother does not feel that her child is well cared for while she works, she is often reluctant to continue in employment over long periods. As a result, the lack of good child care is probably responsible for much of the absenteeism, high turnover, and unemployment of mothers in lower income families.

At this time, there is no one source or method guaranteed to meet the need for more child care services. It is clear that a system of alternative styles of child care in which parents have confidence is essential if we are to begin to develop consistent patterns of employment among those mothers who have failed to take regular employment in the past.

We must not, however, focus entirely on the goal of freeing mothers for work. We also have a great opportunity, at the same time, to invest in the development of the next generation and thereby to begin to break the terrible, dehumanizing cycle of poverty. That cycle is by now all too familiar.

Many parents are unable to give their offspring the experiences necessary to achieve success in our fast-paced society. They themselves often lack experience and schooling and are ill-prepared to assure the full development their children need to compete in a highly technological word. By the time their youngsters reach school age, they are so far behind their peers that it is virtually impossible for them ever to catch up. School becomes a futile and frustrating experience for them; their failures are reinforced, not alleviated. The children often become bitter teenagers and leave school, and the cycle begins over again. If we fail to invest in these children now—in improved and expanded child care and better schools—we are likely to find them on the welfare rolls as parents 15 years from now. In short, there is a great need for child care programs which contribute to the development of the child as well as provide a safe place for the child while the mother is working.

It must also be noted that there are millions of mothers who are doing a good job of raising their children but who are capable of being active in the employment world and holding full-time or part-time jobs. Some of these mothers may be willing to accept, or would even prefer good child care to their present arrangement, even without extensive developmental services. The well-being of their children will not be jeopardized by such care in many cases. A certain degree of independence on the part of the child may be encouraged, and the mother may be entirely capable of providing for the intellectual and cultural development of her children.

To accommodate these different situations the administration's new child care initiatives allow for maximum parental discretion in the selection of child care facilities. We believe that the parent should have a broad range of options from which to choose and freedom to select from among those options. This is consistent with the administration's income strategy in H.R. 1, which is designed to foster independence and choice for all people without regard to their income level.

CHILD CARE UNDER PRESENT LAW

The increasingly widespread public demand for more child care facilities of all kinds in recent years has resulted in sharply increased Federal financial participation. At the present time, the Social Security Act, the Economic Opportunity Act, the Elementary and Secondary Education Act, and the Manpower Development and Training Act all contain child care or related provisions. Our intentions have been good, and we have made some progress. But the scattered array of child care authorities and programs has often led to confusion, duplication, and waste.

To begin to remedy this situation, early action was taken by the administration under existing law. In February 1969, President Nixon moved to eliminate some of the confusion and to strengthen the Federal role in programs for children. He ordered the transfer of Project Headstart from the Office of Economic Opportunity to the Department of Health, Education, and Welfare, so that its activities would be more closely coordinated with other Federal programs concentrating on the quality of life in early childhood.

In April 1969, the President announced the creation of the Office of Child Development within HEW. OCD, now under the direction of Dr. Edward Zigler, serves as a focal point for children's programs within the Federal Government. It not only administers Headstart and the Experimental Parents and Children's Centers, but also acts as an advocate and conscience on behalf of all children.

In August 1969, in his plan for welfare reform, the President proposed a major expansion of the Federal role in child care involving an almost doubling of expenditures in the first year to provide day care for children of working parents. In addition, the administration has forwarded to the Congress specifications for legislation which would consolidate existing child care authorities and begin to create a unified, workable system of delivering child care services to those who need them.

As I have noted, in the past few years there has been a significant and growing commitment of Federal funds to child care programs. In fiscal year 1971 the total estimated Federal expenditure on child care was in excess of $680 million. Of this sum, approximately $40 million was spent in the work incentive program under title IV–A of the Social Security Act; $205 million in non-WIN title IV–A programs related to employment availability; $7.5 million in the concentrated employment program under title I of the Economic Opportunity Act; $1.4 million in the migrant seasonal farm workers program under title III–B of the Economic Opportunity Act; and $1.9 million unde title IV–B of the Social Security Act (Child Welfare Services). This represents an estimated total Federal expenditure of $255.8 million for child care programs, designed to enable parents to accept employment. In addition, the Headstart program, which is not specifically designed to enable parents to accept work, spent $360 million in fiscal year 1971; and $75 million was spent in title IV-A programs not related to employment availability. All of these programs add up to a total of some $700 million.

CHILD CARE UNDER H.R. 1

The administration has proposed an almost doubling of the Federal funding for child care programs in H.R. 1. The bill would authorize $700 million for Federal funding of child care for welfare recipients during the first full year of operation of the welfare reform program. It would authorize an additional $50 million for alteration, remodeling and construction grants to create new child care facilities. In addition, child care costs could be deducted from an individual's income for purposes of determining eligibility for assistance. Finally, H.R. 1 would increase the maximum income tax deduction from $600 to $750 for one child, from $900 to $1,125 for two children, and from $900 to $1,500 for three or more children. Families with income up to $12,000, as opposed to the current $6,000 level, would be eligible to take the deduction. With additional title IV-A, Economic Opportunity Act and Headstart funding, direct Federal spending would rise to approximately $1.2 billion in the first year of H.R. 1 operation. The impact of the increased tax deduction would bring total Federal costs for child care even higher.

But increased funds alone are not enough. In the past, while funding has grown, there has not been adequate attention given to the development of an organized delivery system. Random growth and catch-as-catch-can arrangements have been the rule; inadequate child care and inflation in the cost of good child care, whenever it is available, have been the result.

To begin to create a less fragmented and uneven service delivery system, the administration has submitted to this Congress, parallel with our H.R. 1 funding increase, legislative proposals designed to consolidate and coordinate the Federal child care effort. Last May we submitted to the Senate Labor and Public Welfare Committee and the House Education and Labor Committee, specifications for a Federal, State, and local system which would draw together effectively Federal funding from the various sources I have described, including H.R. 1—a copy of those specifications is attached to this statement.[*]

CHILD DEVELOPMENT UNDER S. 2007

The child care title of S. 2007, passed 2 weeks ago by the Senate as a rider to the OEO authorization bill, and H.R. 6748, now pending before the House Education and Labor Committee, provide for comprehensive child development programs. Both bills would expand the current Headstart program. Both would authorize a complete range of services. The Senate-passed bill would authorize $100 million in new funding for planning and training costs in fiscal year 1972 and $2 billion for the program in fiscal year 1973.

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[*] See pp. 100ff.

In their basic purpose of consolidation we believe these bills are consistent with the specifications we proposed to those committees. But we have expressed serious reservations about various other aspects of these measures, particularly the scope of the services authorized, the standards of eligibility, and in S. 2007, the funding levels and delivery system.

Our principal concern is that these bills create a method by which authorized child-care services will actually be made available to children. To achieve this, the system must be capable of comprehensive planning and the integration of programs for children with other social services, such as health, mental health, nutrition, and family services, at the point of actual delivery. This integration of services is going to be very difficult to achieve. They are, after all, proposing provision of child-care services in 10,000 to 40,000 facilities which do not yet exist, to about 1 million children who are not now receiving such services. I feel most deeply, from my experience at the State level as well as in the Federal Government, that we must begin to pay attention to this problem if we are to use our scarce resources effectively to meet people's real needs.

Accordingly, the delivery system we have proposed would utilize a relatively small number of prime sponsors as the primary vehicle for channeling Federal funds to child-care programs. Whenever possible, prime sponsors would be State governments, large-city general purpose governments, or federally-recognized Indian tribal organizations. The prime sponsor of a child development program would have broad responsibility for submitting a plan to HEW for approval, receiving a direct grant from the Federal Government, and reviewing, approving, funding, and monitoring individual projects within the area over which it has jurisdiction. The chief executive in a prime sponsorship area would designate the specific agency to be responsible for program operation and would also appoint a Child Development Council. The council would include participation by parents representative of the populations served by the prime sponsor. The agency designated by the chief executive, in cooperation with the Child Development Council, would develop a prime sponsor plan for child development services for that area. The prime sponsor would work closely with the applicable opportunities for families program delivery agency to coordinate DHEW resource development with the Department of Labor's training and placement planning. Such coordination and cooperation will be important criteria for approval of the plans of prime sponsors. Child-care centers or other arrangements for child care in a given community would be operated by a broad range of public and private agencies which may apply to the prime sponsor for funding under the prime sponsor plan. Parents would be encouraged to participate in the activities and operation of the local program. Private enterprise, which is already moving toward provision of child care as a fringe benefit under some collective bargaining agreements, would be encouraged to expand its efforts in this direction.

Our choice of general purpose government as the prime sponsor is deliberate. Only through this route can we insure that the child-care delivery system is not insulated from the other programs already in place and interfacing with the same people, often providing similar or related services. The broad range of existing and related federally assisted programs includes maternal and child health programs, institutional care, and foster care programs, the 54 State child welfare programs, and medicaid programs. Almost all are now administered through the channels of State, county, and large city governments. It would be tragically wasteful to establish new comprehensive child-care programs in competition with these existing service systems. To do so would undercut the States at a time when they are making progress toward achieving an orderly, effective flow of dollars and are moving forward with comprehensive planning. To switch now to an exclusively neighborhood-based child-care system which bypasses government agencies would deny the States an opportunity for progress they are finally becoming ready to achieve.

Limiting the number of prime sponsors as we have proposed would have another important result for the well-being of children. It will keep the number of providers with which the Federal Government must deal directly to a manageable level and will permit the monitoring of program quality and effectiveness. This is not a trivial or a bureaucratic concern. It would be a travesty if the swift expansion of child-care facilities brought with it a great many shoddy operations in which children were merely stored away or neglected or abused.

Our experience with the Headstart program is that the children are the ones who pay the price of unmonitored programs and that there is a limit to the number of individual programs which the Federal Government can effectively monitor. Project Headstart has produced many benefits, but one of the negative aspects has been the number of direct grantees with which the office of child development must now deal. It is almost impossible for the 10 regional offices of OCD adequately to monitor and provide technical assistance to the more than 1,000 Headstart grantees. Program quality suffers under these circumstances. This situation would be aggravated under S. 2007, as recently passed by the Senate, under which the Federal Government could be required to deal directly with a many as 10,000 to 40,000 local grantees.

The specifications we presented to the committee considering S. 2007 and H.R. 6748, were so drawn as to assure that all other child-care efforts would be compatible with the provisions of H.R. 1. The joint welfare reform planning between the Department of Labor and Health, Education, and Welfare, which Secretary Hodgson and I addressed in our earlier testimony on H.R. 1, is also directed toward this end. In its purchase of child-care services for families in the OFP program for employables, the Department of Labor will utilize the HEW-supported child-care delivery system whenever possible. However, if that system does not provide sufficient child-care opportunities in a given locale, the Labor Department will have the authority to go elsewhere to obtain child care so that HEW's failure to create sufficient opportunities would not become an excuse for employable people not to work. In addition, since we have proposed that mothers with preschool children not be considered employable, a large portion of the child-care funds under H.R. 1 will be devoted to school-age children. Accordingly, we have recommended that priority for child-care funds from other sources be given to economically disadvantaged children of preschool age.

We have further recommended that the "economically disadvantaged" under other authorities be defined as those families whose annual income is below the H.R. 1 "break-even point," $4,320 for a family of four. This would insure that children with the greatest need for developmental services would be served first and that eligibility for free child-care services will be consistent with H.R. 1 eligibility. But we have also proposed the participation by children of families with income above the break-even point on a fee-paying basis, with fees graduated upward as income increases. This would encourage participation by children from a broad spectrum of socioeconomic backgrounds and would avoid harmful segregation of children by family income.

CHILD CARE STANDARDS

For this reason, H.R. 1 funds, with priority for school-age children of working parents, and funds from other Federal sources, with priority for economically disadvantaged preschool-age children regardless of their parents' work status, would all flow through the same delivery system whenever possible. There would not have to be two or more independent systems to administer child-care programs for preschool and school-age children. Similarly, Federal child-care standards appropriate to the different types of care would be established under H.R. 1 by the Department of Health, Education, and Welfare, with the concurrence of the Department of Labor. These standards would afford protection to all children enrolled in a given federally funded program without regard to the source of the funds used to pay for the care. In addition, parents whose child-care expenses would be deducted from earnings under the income-disregard provisions of H.R. 1, or who utilized the tax-deduction provisions of H.R. 1, would be encouraged to utilize child care meeting HEW standards.

In addition to developing standards, the Department of Health, Education, and Welfare would give positive assistance to assure that the standards can be met. This would include the training of child care personnel and technical assistance, such as management training, design of program models, development of alternative delivery and payment mechanisms, including vouchers, and development of effective monitoring and evaluation techniques.

BEFORE- AND AFTER-SCHOOL CARE

I referred earlier to the priority which would be given in the use of H.R. 1 funds to school children who will need after-school care if their parents are to be able to work. The House Ways and Means Committee report on H.R. 1 specifically calls for utilization of available school plants for this purpose and strongly urges that there be some continuity in the school and after-school programs for these students. The Commissioner of Education, at my request, is assisting in our planning for this purpose. We are examining the feasibility of contracting for after-school care with school systems, and of encouraging school districts to use after-school time for special services complementing school day programs, such as diagnostic services to determine students' nutritional, mental health, perceptual, and cognitive needs. We are also examining the possibilities of other after-school activities, including counseling, cultural enrichment, and an introduction to the world of work, which could be linked to title I or Followthrough in programs already under way under the Elementary and Secondary Education and Economic Opportunity Act.

FEDERAL CHILD CARE CORPORATION PROPOSAL

We are aware, Mr. Chairman, that you have proposed an organizational structure to meet today's child-care needs which differs significantly from those the administration has recommended and the Congress is acting upon. Your bill, S. 2003, "The Child Care Services Act of 1971," would create an independent Federal Child Care Corporation, which would administer programs throughout the Nation. S. 2003 is, in my opinion, a significant improvement over S. 4101, a similar bill introduced last year, especially in its monitoring provisions. However, although many of our reservations have been partially met in this year's bill, our fundamental objections remain.

An independent public corporation would not, we believe, be in the best position to draw upon the many services, now funded or operated by the Federal and State Governments, which are needed to administer a quality child-care program designed to serve the total child. As I have stated, maximum effectiveness in responding to the needs of children requires the unified organization of these services. An effort by a corporation to develop all of the necessary resources would only duplicate much of the work now being done by HEW and by State and local governments. This would entail, in my opinion, an enormous waste of time, talent, and money.

An additional problem with the proposed Federal Child Care Corporation is that it would discourage State and local governments from undertaking a meaningful role in creating and operating child care programs. It is this administration's goal to revitalize the various levels of government, not to discourage them from participating in an area such as services delivery, which is best handled at the State and local levels. Moreover, a corporation operating child care programs as a quasi-public entity would not be accountable to the elected officials of a city or State, and would not readily permit active involvement in policy formation by the parents of children served in projects.

The wiser choice, in my judgment, would be to consolidated existing programs, drawing upon the experience and expertise we have already gained. Using this as a foundation, we could then build an integrated system capable of providing quality child care services to families who need them.

Mr. Chairman, in summary, we fully agree with your statement on June 4 on the Senate floor that legislation dealing with child care services should meet four major objectives:

First and foremost, it must have as its major goal expansion of the availability of good child care services for pre-school and school-age children.

Second, it must improve the quality of child-care services that are inadequate today.

Third, it must offer a variety of kinds of child-care services so that parents may have a real choice in selecting the type of services they want.

Fourth, it must help working mothers above the poverty level as well as mothers eligible for welfare assistance.

We would add only that the child-care delivery system must be capable of being coordinated with related services already in place throughout the country and that it must include in the decisionmaking processes parents of the children we seek to assist.

I believe our goals are virtually the same. I sincerely hope the members of the committee will support legislation to achieve these goals. The most important step toward this end would be to act on H.R. 1 promptly in order to get it to the President's desk before the end of this session of Congress.

That concludes my prepared statement, Mr. Chairman.

(The attachments referred to previously follow:)

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., June 15, 1971.

Hon. WALTER F. MONDALE,
Chairman, Subcommitte on Children and Youth, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am enclosing herewith a statement of the Administration's position on day care and child development legislation pending before your Subcommittee. The enclosed legislative specifications represent, in our opinion, a workable, unified system for administering the various child care programs now in place and soon to be enacted by the Congress.

We appreciate having the opportunity to present this material to the Subcommittee at this time and would be happy to work with the Subcommittee in its consideration of this highly important measure on behalf of the welfare of the nation's children.

Sincerely,

ELLIOT L. RICHARDSON, *Secretary.*

Purpose

The purpose of the Comprehensive Child Development Act would be to (1) consolidate and coordinate Federal day care and child development programs; (2) assist in the development of a primary system for the delivery of day care and child development services under such programs; and (3) establish two principal targets for the provision of services under such programs: (a) the provision of day care services for children of low-income working families and (b) the provision of child development services for children regardless of the work status of their parents, to the extent permitted by budgetary resources and with priority to economically disadvantaged children.

Funding

Funds authorized under this Act would be expended primarily for the purpose of (b) above; funds authorized under other acts would be expended primarily for the purpose of (a) above. Funds authorized under this Act would not exceed the amounts already budgeted for Head Start and other Economic Opportunity Act child development and day care programs.

Relationship to Other Legislation

The Head Start and other child development and day care authorities under the Economic Opportunity Act would be repealed and re-enacted for the purpose of (b) above. The other Federal authorities, such as the pending H.R. 1 day care legislation and the existing Title IV Social Security Act day care authority, would be cross-referenced in general language to indicate that services made available under this Act may be purchased with funds provided under the referenced authorities.

Primary Day Care and Child Development System

The legislation would establish a system of prime sponsors at State and local levels, as a primary vehicle for Federal funding of day care and child development services which may be used for category (a) above and which shall be used for (b) above. The Federal role under all day care authorities would be the provision to such sponsors of:

(a) planning grants; grants, contracts and technical assistance for resource creation (construction, renovation, and training); and for no longer than a 24-month period (with the same exceptions as provided under H.R. 1 day care) for initial operating expenses;

(b) funds through vendor payments, under other Federal authorities, and to the extent appropriate under this authority primarily for other operating and capital expenses; and

(c) where necessary and to the extent that budgetary limits permit, funds through grants, contracts and technical assistance for other operating and capital expenses.

Eligible Individuals

Within the populations described above, "children" would be defined as between the ages of 0 to 14 years of age, with priority to economically disadvantage and pre-school children (to the extent consistent with the purposes and provisions of H.R. 1). "Economically disadvantage children" would be defined as children from Indian and migrant families and families whose annual income is below the H.R. 1 breakdown point.

Children from families above the H.R. 1 breakeven point would be eligible to receive services on a fee basis with the fees on a sliding scale related to income.

Program Organization and Administration

Prime Sponsors.—The prime sponsor would be the unit of General Purpose Government eligible to receive Federal funds to plan and operate or provide for the operation of child development programs under the bill. The prime sponsor will, typically, designate a government agency which will carry out the purpose of this Act in the area to be served.

While the prime sponsor mechanism would be mandated for category (b) above, it would also be available for category (a) above (planning, resource creation, and administration of child care programs in response to needs identified by DOL to support H.R. 1) and for the provision of child care under Titles IVA & B, SSA. When the prime sponsor mechanism is utilized for (a) above, special procedures would be utilized for compliance with H.R. 1, as noted under the Grant Applications section.

To be recognized by DHEW as a prime sponsor, the applicant must describe the area to be served, the proposed method of establishing a Child Development Council (discussed below), and the proposed composition of that Council. The application for designation may accompany either: (a) an application for a planning grant; or (b) a request for Federal funds pursuant to a prime sponsor plan.

Eligible prime sponsors of a Comprehensive Child Development Program would be:

(a) *Any State.*—Where the State is the prime sponsor it has option of administering the program directly or delegating operation to local organizations.

(b) *Any City with a Population of 500,000 or more.*—For cities with a population of 500,000 or more an option for self-designation as prime sponsor is available if the chief elected official requests such a designation through the Governor. The Governor would have the opportunity to review and comment on the local application and plan, but he could disapprove it only if he found the provisions of the city's application or plan to be inconsistent with Federal law. The city involved would then be able to take an appeal to the Secretary. In the case of local self-designation, it would be up to the State and the chief elected local official involved to determine who will pay the non-Federal share, except that if the State had delegated operation of the program to other local jurisdictions (such as a region, for example) it would have to make the same proportionate contribution of non-Federal funds to the self-designated city as it had to other local jurisdictions.

(c) *Any Federally recognized Indian Reservation.*

Child Development Councils

Each prime sponsor would operate in conjunction with a Child Development Council. Such council would be appointed by the chief elected official of the prime sponsor jurisdiction, with 25% of the council made up of parents representative of the population served. Parents would be defined as those whose children are presently in a child development program or whose children have participated in such a program within the five years immediately preceding their selection for membership on the Council. The Council would be broadly representative of the unit or units of government, the public and private health, education, welfare, employment training, and parent and child service agencies in the prime sponsorship area.

Functions.—The Child Development Council would work with the chief elected official or lead agency of the prime sponsor to insure integrated delivery of services to children and their families by coordinating the planning of services provided under this and other authorities assisting children and their families. The Council would help develop both prime sponsor plans and project applications for child development programs. The Council would also review such plans or applications but would not have veto power. It would, of course, have the opportunity to make its comments public.

Functions of General Purpose Government/Operating Agencies

The major responsibilities of General Purpose Government/Operating Agencies would be as follows:

a. to establish the CDC
b. to develop the prime sponsor plan in consultation with the CDC
c. to finally approve the prime sponsor plans
d. to designate the operating agency
e. to monitor and evaluate the programs
f. to insure that the prime sponsor plans would facilitate service integration

Grant Application

The prime sponsor plan would include an overall summary of the program to be administered by the State agency and sub-unit plans if any exist. A detailed description would be required only for such aspects of the program that are funded by Federal monies. This detailed description would include an acceptable intra-State allocation of the Federal funds to be used.

For those funds to be expended for the purpose of meeting H.R. 1 objectives, the language and regulations of H.R. 1 would pertain. For those funds authorized under this Act, the prime sponsor plan would include two parts:

Part 1.—Short form assurances that the prime sponsor would comply with statutory requirements, which serves as the legal base for enforcement. One of the major assurances the prime sponsor would have to make is that the operating agency would take all necessary steps to insure coordinated planning and administration of programs funded under this Act *and* coordination with other programs serving children.

Part 2.—An operating plan, which among other things identifies child development needs, describes the purposes for which the funds would be used, and states the output criteria upon which the programs would be evaluated. The extent to which these plans would be subject to HEW approval would be as minimal as possible, except to ensure that they contain the categories of information and data required. This follows the approach taken last year in the proposed Social Services, Title XX legislation and recognizes that our major purpose would be to encourage careful planning but not to dictate adherence to specific criteria for operation of programs.

Project Applicants

Prime sponsors would provide assistance by grant, loan or contract to any public or private group for projects outlined by the comprehensive child development plan. Among those agencies eligible for funding would be single-purpose Head Start agencies, community development corporations, local education agencies, Indian organizations, labor unions, business organizations, employee and labor unions, business organizations, or labor-management organizations.

Payments

Federal matching would be at a rate of 80% for the child development programs, except the Secretary may increase the Federal share when deemed necessary to meet the needs of economically disadvantaged children. In the case of programs serving Indians and Migrants, the Federal government would pay 100% of the program costs.

Grant Administration

All funds authorized under this bill would be allocated directly to prime sponsors.

Under H.R. 1, regardless of whether the prime sponsor mechanism would be utilized for child care services, funds for construction or renovation would be administered directly by DHEW.

When the prime sponsor mechanism is employed in support of H.R. 1 day care, start-up grants (not to exceed 24 months) and operating expenses (for programs under special circumstances as specified in H.R. 1) would be allocated to prime sponsors. Vendor payment funds would be administered through the Department of Labor.

DIRECT DHEW RESPONSIBILITIES

Facilities

The legislation would authorize the Secretary of HEW to provide construction grants and contracts covering a new child development facility, including equipment. However, DHEW recommends no new funds for this purpose at present.

Training

The legislation would authorize grants for training of professional and nonprofessional personnel for projects under this Act. Further, the Secretary would be authorized to award grants to individuals employed in child development programs and to programs for inservice training. These funds would come from requested Head Start authorizations and savings from the movement of H.R. 1 eligible children to day care funded through that source.

Federal Government child development programs

This Act would not authorize the funding of child development programs for Federal employees.

Evaluation and technical assistance

The Secretary would be required, within 18 months, to make evaluations enumerating and describing Federal activities affecting child development, and to make recommendations to Congress. Further, the bill would require that the Secretary make technical assistance available to prime sponsors and project applicants or operators.

DHEW center for child development and evaluation

This legislation would give DHEW authority for research and demonstration grants or contracts to public or private groups for: a) testing methods for delivering day care, child development and other children's services; b) for developing innovative approaches for working with children; c) for developing child advocacy programs; and d) developing programs for training youth in parenting. Further, the legislation would establish a Child Development Research Council in DHEW representing various Federal agencies, for the purpose of coordinating child development research efforts. Funds to support this effort would come from Headstart and other existing research authorities.

Federal standards and uniform code for facilities

The Secretary would not promulgate standards or specifications concerning the educational curricula to be employed in day care or child development programs. However, the legislation would provide that the Secretary would promulgate Federal standards pertaining to the group care of children of different age groups where Federal funds are involved. These standards would be known as the Revised Federal Interagency Day Care Requirements, which the Administration has repeatedly testified will govern day care under H.R. 1.

A draft of these requirements would be made available to state and local officials, private day care providers, and consumers for review and comment prior to final publication and application of the standards to Federally-funded day care programs.

The legislation would also provide that the Secretary appoint an advisory committee to develop a uniform code for facilities which would be applicable to Federally-financed child development programs. (Such standards are now being developed in support of H.R. 1.)

Repeal, consolidation and coordination

Effective July 1973, the following statutes would be amended to repeal authority to operate day care programs:

Section 222 (a) (1) Economic Opportunity Act—Head Start
Section V–B, Economic Opportunity Act

Further, the Secretary would be required: (a) to coordinate Title I, ESEA and Follow Through programs with the programs authorized under this Act;

(b) to insure that joint technical assistance efforts between OCD and OE are established.

The Secretary would prescribe regulations and make arrangements as necessary to insure that suitable child development programs under this Act would be available to children receiving aid or services under Titles IV–A and B of the Social Security Act.

TIME REQUIRED TO ESTABLISH NATIONAL CHILD CARE SYSTEM

The CHAIRMAN. Mr. Secretary, when I first started out in Government, I had the view that if somebody who agreed with me was just appointed to take charge of all these difficult problems that trouble mankind in this Nation, chances were good that they could be solved within a period of a few years. I am a little bit older than that now, and while some persons in your Department, I am sure, hold this view I used to have, I am convinced that we are not going to make this a heaven on earth in my lifetime, but, will only perhaps succeed in moving some distance in that direction.

How long do you think it would take to put into effect the child care system that you and your associates advocate in the Department of HEW?

Secretary RICHARDSON. Well, I think, Mr. Chairman, that if you visualize a total system, a network, in other words, that provides good quality day care in every community for children of every mother who wants it for her children, it would take probably the rest of this decade.

On the other hand, we can build toward that goal starting right away, and how rapidly we build is, I think, a function of three things: The quality of our leadership, which is partially related to the structure within which we build; the funds we put into it, and the rate at which we train people to participate in the program, including, I think, to a very substantial extent the mothers of children who participate in the program.

COST OF CHILD CARE

The CHAIRMAN. How much do you estimate and advocate that we spend per child per year on child care?

Secretary RICHARDSON. We visualize a sort of spectrum of services of different kinds, but our estimate of the costs for H.R. 1 we used an estimate of $1,600 a year for care in a day care center for preschool children: $894 a year for in-home care, and $866 for family day care.

For school-age children developmental center care is estimated to cost $732, in-home care $716, and family day care $542. These figures include full-time day care during the summer and vacations.

If you would like to get more on how we get these figures, Dr. Zigler is our authority.

The CHAIRMAN. We already have heard from some people who are saying that $1,600 is not enough, we ought to be spending $2,600 per child. What is your reaction to that?

Secretary RICHARDSON. We think that truly developmental day care of good quality can be provided for $1,600, but obviously, there is always more that can be done. We think, however, that for $1,600 the essential elements of developmental care can be provided, including nutrition, identification of health problems, and measures to compensate for these.

Dr. Zigler, would you like to supplement that answer?

Dr. **Zigler.** Yes, Mr. Chairman. One of the major problems in day-care legislation or planning is trying to come up with a good solid figure on what it costs to provide the day care that we all want for children. The figures are all over the map as reflected by the WESTAT report and ABT report. There is no standardized program around the country, and that is why the figures are so disparate.

What we tried to do in the Office of Child Development is start from the ground up and try to figure out what it costs with a staff ratio similar to the one you are proposing in your bill and see what it costs to develop developmental day care, component by component, and the $1,600 figure still strikes us as a solid figure. Of course, this would be an average figure because it obviously is going to cost a lot more in New York City to provide day care than it would in a rural town in Georgia, but $1,600 still seems our best analytical figure.

USE OF FAMILY DAY CARE

The **Chairman.** Of course, there is a great range in what we could pay. But just look what is going on in places where mothers who have been on welfare are now working. For example, I happened to visit the clinic that Dr. Beasley is running in New Orleans to provide health services and family planning to low-income families. Quite a few former welfare mothers were working there and doing a very good job, and most of them told me that they simply had some relative such as a grandmother minding their child while they were working. It seemed to me that rather than leave these people in the position that they cannot do anything more than have maybe some aged relative to look after their young child while they were working, we might lower our sights a little bit and get some good day care for them without insisting on getting the ultimate in care to begin with. What is your attitude about that?

Secretary **Richardson.** We agree with that, Mr. Chairman. We do not think that there has to be the ultimate to begin with, but we think parents should, after all, exercise primary choice in what kind of day care they want for their children.

The real crunch comes on the question of the availability of day care in the context of the work requirements of H.R. 1 where we are not really talking about what the mother chooses for her children, but about whether there shall be a loss or penalty for refusal to take a job. If the mother says the day care that is available is not good enough the question then becomes: Can she be required to take the job anyway or else take the penalty of loss of benefits?

Now there, I think, we recognize at the outset that we cannot necessarily have the quality of day care available everywhere that we would like to have. At the same time, I think that through utilizing the standard-setting role of the Office of Child Development, and having available a hundred percent funding for day-care services, and Federal funding for the children of mothers who at least during the work training phase of the work program need such assistance before they are earning money, should give us the means to meet needs in a sort of priority order established by identifying places where the quality of care available in the beginning of the program is not good. We would then be able to concentrate our developmental efforts on encouragement of higher standards in those areas utilizing the availability of Federal funds as a powerful lever to do this.

100 Percent Federal Matching for Child Care

The **Chairman**. There are one or two things that I am concerned about providing 100-percent matching, though I realize that I have a suggestion along that line in the bill I have introduced.

How would you propose under a hundred percent matching to prevent those handling a program from going very much on the high side in the salaries and expenses they pay?

For example, I am well aware of situations that have occurred in my State where some people working in the unemployment insurance section of the State government find that they can promote some pay scheme where everybody gets a very large pay raise by changing the classification of their employees and doing some bureaucratic reorganization with the result that everybody winds up getting a pay increase of $150 or $200 a month. How can we keep those handling the program at the grassroots level from greatly increasing the cost in areas that really are not related to providing additional services with a hundred percent matching? How would you propose to do it?

Secretary **Richardson**. Well, I think we would have to have some outer limits as to the funds, just as we would have minimum standards. I think we would also have to guard in the use of Federal funds against programs that were excessively loaded with overhead, high-salaried people, and that failed to make adequate use of mothers who could be trained to participate in the program, and so on. I do not think we would feel that the Federal Government funds should be used to pay the full costs of a program which insisted on staffing itself entirely with Ph. D.'s.

Requiring Child Care To Be Preschool Education

The **Chairman**. Some people have advocated that the mother should not be asked to work or should not even be permitted to work even if she wants to, unless her children can be put in an expensive preschool child education center. Since there are only a limited number of those centers available, would you feel that that child and that mother would be better off without the mother working to improve the family income than she would be if she was working to improve the family income with the child in one of the less expensive day-care centers?

Secretary **Richardson**. No. I think that we would want to be satisfied that a mother was not being in a sense encouraged to work by the work provisions of the workfare program in circumstances where there was a risk of the abuse or neglect of her child.

On the other hand, we recognize that the process of the development of day-care services throughout the country is going to take time, and where the conditions available are decent and where there is some opportunity for the introduction of developmental components, we think that this should meet the need.

Dr. Zigler has developed studies which show, for example, that in the case of in-home care, where the mother, let us say, of one or more small children, also takes care of other children while the mothers of those children work, can also include a significant child development component at comparatively small additional cost. So, we would at least want at the outset to take whatever measures we effectively could to encourage the introduction of those components.

We figure, for instance, that it only costs about $80 more per child of preschool age to provide some elements of child development services than it would to provide just straight babysitting.

Failure To Utilize Available Federal Funds for Child Care

The CHAIRMAN. Under the work incentive program, we have not been able to provide anything like the day care that we have been appropriating the money to finance, even though the matching there is 75 percent Federal. Can you tell me why it is that we have not been able to prevail upon the States and the localities to take advantage of this money that has been available?

Secretary RICHARDSON. Well, I think part of the problem is the requirement of State matching. True, the Federal Government pays 75 percent of the costs, but the States have been strapped in many cases to come up with their 25 percent share. And then, too, there has been no focus of responsibility even in the States. The local welfare agencies have not had any consistent leadership in developing services with the objective of enabling mothers to take employment. This is the reason why this kind of problem underlies the WIN program in many aspects, and it is one of the reasons why we have proposed that all of the workfare provisions of the welfare reform program be made the responsibility of the Department of Labor, including the responsibility for assuring that day care services are available to otherwise employable mothers.

There has been a shortage of people throughout the country who are qualified to develop and administer day care services, and there have been problems also with respect to the licensing—conflicting standards, and so on. All of these have been factors in retarding development of day care services and we think that they are all obstacles that can be better overcome through the creation of a new momentum and new leadership under the kind of legislation we are talking about, whether it is through the corporation you have proposed or the approach we have advocated.

The Chairman. Well, if the House would have gone to conference with us last year we would have provided 90-percent Federal matching for day care. That would make the same amount of State money result in three times as much child care as it now does. We did all we could to try to persuade the House to confer with us with regard to the $7 billion of additional Federal social security and welfare expenditures contained in that bill.

Accountability of Federal Child Care Corporation

With regard to your statement that you do not think that a corporation would be as accountable to elected officials as the way you recommend making child care available, my thought about that, Mr. Secretary, is that if we had a corporation with a three-man board, with one member's term expiring every year, we would have somebody before the Finance Committee every year to talk about the Corporation's progress in making child care available. If we had the situation that we had in the past where nothing happened, we would be in position to question the nominee and to see what needed to be done.

If it was the fault of those who held the jobs that nothing was happening, then we should not reconfirm them. But, on the other hand, if the statute was inadequate, then we ought to amend it as quickly as possible to provide the Corporation whatever statutory authority was necessary to get the job done. If it could be done by regulation, then we ought to be directing a request asking for a change in the regulation.

With regard to the situation where the job is not being done, would not the requirement of having the term of one member of the Corporation's Board expire each year cause us to give the Corporation more of our attention than is the case that exists now where if someone is appointed in HEW he is appointed for the duration of the administration if he wants to stay that long and the matter does not come to the attention of this committee until we talk about another major welfare bill?

Secretary Richardson. I am sure you are right, Mr. Chairman. And I think there are gains that could be achieved through the creation of a corporation in terms of getting things moving, fixing responsibility, and the achievement of internal efficiency in the process of developing a nationwide system of day care services.

My concern is really with the consequences of relying on this approach in a different sort of setting. To put it another way, I think that those advantages are outweighed by the disadvantages of centralized responsibility, and where we come out is with a proposal for a system of rather large prime sponsors.

I could visualize a possible middle ground in which the prime sponsor could be a quasi-public nonprofit corporation, not necessarily operating nationwide but, as I said in my prepared statement, we are concerned with the need, if we are talking about child development, of fitting together a number of kinds of services, including maternal and child health, foster care, and so on, as well as the other things that I mentioned.

Now, we suffer badly today from the fragmentation of services, especially at the local level. The Federal Government is itself partly responsible for this because of our own proliferation of categorical grant programs. In any case, we tend to treat people in a fragmented kind of a way, and so I have felt, in a lot of what I have been trying to do in HEW that an overriding priority is to try to enable the agencies of general purpose local government to put the pieces back together again and treat people as whole individuals and whole families. I have thought, therefore, that it was better if you were talking about child care services or any other kinds of human needs and services required to respond to them, to move in the direction that would help local general purpose government to develop the capacity to put the pieces together, to plan, and to stimulate planning, on a joint basis among child welfare agencies and other community agencies. It is a different kind of philosophical approach as to the Federal role so that quite a different question is involved here.

At any rate, this roughly is why I have come out where I have, notwithstanding the recognition that in terms of getting a national system underway sooner, the corporation approach might well be better.

There is one further point I made in the prepared statement. If we are talking about child development day care services generally, a lot of other things are involved, like some kind of opportunity to identify the health problems of the child and to do something about them before the child is incapacitated later and thus unable effectively to learn in school and so on, this does involve relations with these other sources of services. So you do have a real problem of how much superstructure, how much in-house capacity the corporation would have to have, and we have thought, as I said, that this could very well result in duplication.

The CHAIRMAN. I think we can both agree that it would be more desirable if we could have the responsibility in one place, and that wherever that responsibility would be, that organization should be able to show the States, cities, or anyone else who wants to do something about child care how to do it. They should have money available so that if the State, city, or group wants to go forward to provide child care they can do so.

USING STATE EDUCATION DEPARTMENTS

One thought I'd like to get your views on is this: Do you think that in some cases it might be better just to provide the money directly to the Department of Education in the State and let them set up child care systems just as they would set up kindergartens for pre-school-age children? Have you thought about doing it that way?

Secretary RICHARDSON. Well, the approach we have taken, Mr. Chairman, would permit the State to do exactly that. The State could, say, designate the state Department of Education as, what we have called, the prime sponsor and delegate the responsibility to the Department of Education for these services.

In any case, our approach would permit the State government to identify and develop whatever statewide system it wanted to give this function to, whether it is the State Department of Education or the child welfare agency of the State.

The CHAIRMAN. Senator Anderson.

Senator ANDERSON. Mr. Chairman, I have some questions I would like to have answered and be placed in the record.

RESPONSE TO QUESTIONS OF SENATOR ANDERSON

1. KLH INDUSTRY-RELATED CHILD CARE CENTER

Question: Several years ago the Department of Health, Education, and Welfare made a grant to set up an experimental industry-related day care center at the KLH plant in Cambridge, Massachusetts. As I understand it, that attempt to set up industry-related day care failed, and the project was discontinued last year. Why did it fail?

Answer: The KLH Child Development Center, Inc. was established in 1967 as a research-demonstration project sponsored by the U.S. Children's Bureau for the purpose of demonstrating the feasibility of day care in association with a company. In general, it was felt that the availability of day care and training for non-working and/or welfare mothers would facilitate their securing employment and, thus, improve their family's economic position. It was also felt that the creation of a comprehensive, inter-disciplinary and mixed socio-economic environment for learning would expand the potential for achievement in preschool children. Consequently, the Center was designed to provide educationally-oriented care to KLH Research and Development Corporation employees' pre-school children between the ages of 2½ and 6. KLH R&D was to employ the parents and, where necessary, to provide on-the-job training to develop parents' skills needed for initial employment or subsequent advancement.

The reasons for lack of success in the project include the following:

(*a*) There was a change in management at KLH R&D and the new management had a different philosophy in regard to the center.

(*b*) There was an economic slowdown in the community and some of the work force was dismissed.

(*c*) There was reason to believe that the size of the employee population was not large enough to support the center.

(*d*) The cost of care deemed acceptable by the parents and sponsors of the program were too high. The initial costs were paid for by parent fees, corporate contributions, and the research grant. When the research grant was not continued, the resultant divided cost was too high.

(*e*) In prior years attendance at the center was restricted to employees' children only, and the center was not filled to capacity. When there was underenrollment, the cost was too high to support the facility. Now the program is to open to other users.

As a research study, the project was most successful as an assessment of the feasibility and costs of such a project. The findings should be useful guides to anyone wishing to begin such a project as well as others in day care. The findings can be interpreted to indicate that a community/industry partnership is likely to be more viable, economically, than an industry alone concept. A copy of the final report is also submitted in response to the Senator's question.

(Note: Excerpts from the report appear on the following pages. The complete report is in the official committee files.)

THE KLH EXPERIENCE

An Evaluative Report
of
Day Care in Action
at the
KLH Child Development Center
Cambridge, Massachusetts

by

Joseph R. Curran, Ph.D.

and

John W. Jordan, M.S.
Northeastern University

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SECTION I

HISTORY AND BACKGROUND

Purpose

The KLH Child Development Center, Inc., (hereafter called, Center) has a history which carries back over two years. It is not the intention to reiterate its development and progress. This can be gleaned from reading the first report published earlier.[1] This section will briefly summarize the nature of the Center, state how it changed and discuss why it was transformed into its present form.

The Nature of the Center

The Center was established in 1967 as a research-demonstration project sponsored by the U.S. Children's Bureau for the purpose of demonstrating the feasibility of day care in association with a company. In general, it was felt that the availability of day care and training for non-working and/or welfare mothers would facilitate their securing employment and, thus, improve their family's economic position. It was also felt that the creation of a comprehensive, interdisciplinary and mixed socio-economic environment for learning would expand the potential for achievement in pre-school children. Consequently, the Center was designed to provide educationally-oriented care to KLH Research and Development Corp. (hereafter called, KLH R & D) employees' pre-school children between the ages of 2-1/2 and 6. KLH R & D was to employ the parents and, where necessary, to provide on-the-job training to develop parents' skills needed for initial employment or subsequent advancement.

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[1] See: Hawkins, D., Curran, J., and Jordan, J., Industry Related Day Care: The KLH Child Development Center, Part I, Cambridge, Mass., 1969.

The Center was incorporated as a non-profit corporation independent of the KLH R & D and was to be controlled and managed by participating parent employees and other interested parties.

From the period July 1, 1967 to July 1, 1970 the principal source of funds for the Center consisted of grants from the United States Children's Bureau (HEW). Contributions from KLH R & D/Singer, tuition and donations comprised the remainder of the Center's operating funds. Weekly tuition initially ranged from $5 to $20 per child depending upon the parent's income and the number of children attending.

Subsequent Changes at the Center

Due to circumstances which developed in the course of the research project, survival of the Center as an industry-related center primarily identified with one work community became impossible. As a result, the Center has taken on the character of a private community day-care center serving many segments of the area population. No longer sponsored by one company, the Center now sells slots in its program to welfare agencies, universities, industrial corporations, and individual community residents. Despite this change in the source of children and, hence, financing, the high educational goals and operations of the Center have not been altered. The Center is, however, a new model for industry-community partnership day care.

Reasons for Changes

No single factor or event was responsible for the abandonment of the original industry-based day care concept. On the contrary, it was the combination of several events which together affected the total environment within which the Center had to survive and function. Not necessarily in order of importance nor suggesting causal relationships, the following events are viewed as significant in reshaping the concept of day care away from an ideal industry based concept:

- There was a change in management at KLH R & D, which had been owned by the Singer Corp., for some time.
- Henry Morgan resigned as President of the Singer subsidiary because of policy disagreements.
- Gwen Morgan's term ended as Chairman of the Board of Directors for the Center.
- The planned expansion of the work force at KLH R & D ceased and, ultimately, substantial layoffs occured.
- Sufficient demand on the part of KLH R & D employees to justify a day care center therefore did not materialize.

- It became obvious that it was prohibitively costly for KLH R & D to solely continue the entire financial support of a service it could not totally use once the Children's Bureau grant terminated.

One of the major problems was the failure to reach full utilization of the Center. The pilot project had been planned with the knowledge that, characteristically, a day care center is usually underutilized in the first year, sometimes the second year, and then is confronted with sudden, heavy demand. The initial funding provided for an incremental growth to follow this expected pattern of demand. The drastic change in the production plans at KLH R & D prevented this growth pattern from becoming a reality.

Since research hoped to generate useful data regarding the effects of day care services on industrial operations at one company, there was a reluctance to include other firms and members of the community-at-large. The restriction had been a requirement for purposes of research, but it became obvious that in an economic recession, this control had to give way to reality.

Nature of Changes

Thus, the Center was faced with two main problems: (1) insufficient financial resources and, (2) under-utilization of its capacity. Facing extinction, the Board of Directors and the Staff considered the necessary components for survival. Financially, they realized that either tuition revenues would have to be increased to match costs, or costs would have to be reduced to match revenues.

The group immediately and unequivocably agreed that top priority would be given to the Center's educational component. That is, under no circumstances would educational quality be sacrificed for the sake of reducing costs. Fully committed to the educational day care concept, the Board and Staff would sooner close the doors than relegate the Center to a custodial/baby-sitting function.

A consultation between the Children's Bureau, the research team, and the Center's Board of Directors next focused on the problem of capacity utilization and enrollment. This resulted in the decision to offer an educationally-oriented program to children from homes other than those of employees of KLH R & D. That is, the Center would serve children whose parents desired to enroll them regardless of their employment status.

It was also decided that the research team would take on the the role of consultants. Their responsibilities were thus expanded to include:

- suggesting viable alternatives for redirected operation
- providing relevant information on cost behavior, budgeting, and utilization of capacity
- assisting the Board of Directors in the analysis of alternative courses of action

In short, the Board arrived at three critical decisions in the process of developing a survival strategy:

1. To expand the program to include the children of parents not employed by KLH R & D

2. To continue to provide day care with a strong educational component
3. To concentrate on cost reduction and financial feasibility.

Implementation of these decisions occurred almost immediately. After a few weeks the Center publicized its services to local industrial firms, universities, hospitals and welfare agencies. Furthermore, the Center followed up unsolicited inquiries from individuals who knew about the Center and wanted to enroll their children. In this manner, all of the Center's available slots were sold at a charge of $37.50 per child per week, a figure still not reflecting full cost.

In the area of financial management, it became apparent that fixed costs would have to be lowered. Consequently, the Director of the Center accepted a $4,000 reduction in her salary, and the position of a full time social worker was eliminated. Inasmuch as the remaining fixed costs were still prohibitive, reductions in estimated discretionary costs were also considered and effected.

Despite lowered estimated costs and increased enrollment, however, the number of children needed to cover fixed expenses without raising tuitions rose above the Center's practical physical capacity of 60. In response to this dilemma, the research/consultants suggested that the Center adopt a procedure commonly used in the food catering business called "oversell." That is, the Center could sell more slots in its program than it could fill with the reasonable expectation that not every child would attend every day.[2] Since the daily absence rate was usually 20%, the Center could tolerate a student body of 75 with the likelihood that 80%, or 60 children, would arrive each day. Thus, if all 75 available slots were sold, a weekly tuition charge of $37.50 would be adequate to cover the Center's projected expenditures. To date, slots have been sold to the following groups:

	Number of Slots
•KLH Research and Development Corp.	8
•Massachusetts Institute of Technology	15
•Massachusetts Department of Welfare	30
•Others	20
TOTAL	73

Implications of Changes

For the reasons discussed earlier, the demand for day care by KLH R.& D employees was not adequate to support or justify the Center. In order to survive, the Center had to abandon the originally intended "industry-based" concept. The necessary change from the industry-related day care concept to a community day care concept suggests an answer to the Federal Government's query, "Is industry-based day care feasible?" Specifically, the KLH Child Development Center's experience suggests that the notion of industry-related day care may be viable but only when the sponsoring firm:

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[2] The Center has since embarked on a fund raising program which would provide money to renovate unused space into a fourth classroom.

- is working at capacity and can only expand its capacity by providing day care services to individuals who would otherwise not work
- is relatively free of fluctuations in the economy
- desires to retain and/or attract certain necessary skilled workers who would otherwise be lost to the firm
- is interested in recruiting recent college graduates who interpret this sponsorship as some measure of the firm's commitment of improving society
- is anxious to make a social contribution, or is altruistic
- justifies the expenditures for some other reasons

A firm could, of course, endure the expenditures gladly without expecting any measurable return or, for that matter, to break even. The Women's Liberation movement within a firm may be reason to provide the service. A community conscience may do the trick. Some firms may be desirous of the service since it may be looked upon favorably by recent college graduates which the firm is recruiting for employment in that firm even though the prospective employees have no intention or need to use the service.

At any rate, it is clear that industry-related day care did not work at KLH Research and Development Corporation, but may work when the conditions mentioned above are present either in this firm or others.

The unfortunate part of the pilot project is that no conclusions could be reached on the impact on children whose parents enrolled them in the center as compared to those children who did not place the child in the Center. Not only were there no new employees, but almost half of the work force was laid off. Furthermore, few children used the Center and the turnover was quite high. This made establishment of control groups impossible and as a result, made testing of students in the Center of minimal value. Therefore, as a result of delays imposed at the start of the project, and then changes within the company, the original concept was never tested at the Center.

Results of Changes

As a result of fast and rational action with diligent effort, the Center's evolution towards a community day care concept preserved an excellent pre-school facility complete with an experienced educational team. Moreover, the high teacher-student ratio was maintained, as was the quality of the educational program, and the pre-school education of children was continued. Cambridge now enjoys the presence of an independently operated, quality day care center in the heart of its industrial district. Furthermore, neither Cambridge nor the public at large are financially responsible for the operation of the Center inasmuch as the Center is financed by those individuals, groups or agencies who benefit directly from its existence.

Additionally, the Center is continuing to serve a wide range of people whose lives are improved by the existence of such a facility. For example, Massachusetts Institute of Technology is now able to provide day care for those employees who could not otherwise maintain their employment status. Similarly, the welfare department is purchasing slots in order to provide an opportunity for individuals to seek training and gainful employment. The ultimate goal, of course, is to eliminate the need for welfare assistance.

Continuation of the operation also means continuation of a program that provides important data for day care research and valuable training opportunities for day care teachers and administrative personnel. In addition, the Center's staff and Board function as an effective sounding board and information center for those parties who seek consultation and who wish to benefit from the experience of an organized, successful day care program.

Summary

The Center is a viable entity. It has survived a difficult birth and has matured to a quality day care operation. As an industry-based day care experiment associated with a light manufacturing company, KLH R & D, the Center has more than repaid the investment made by parents, teachers, company and Government. The advice and information offered freely by personnel to those seeking guidance alone was worth the effort and cost involved.

The success of this educationally-oriented, industry-related day care center was not easy. Many critical decisions, based on uncertain information, had to be made in order to insure the survival of this type of Center. These decisions include:

1. Opening the Center to the community
2. Maintaining the high educational component despite the cost
3. Continuing to operate after Federal funds were withdrawn
4. Taking advantage of available food subsidies
5. Involving parents in the operation and success of the Center by admitting every parent to the corporation
6. Utilizing the expertise and managerial talent of business-oriented parties
7. Examining and controlling costs more effectively

The Center has become somewhat of a national showcase through articles written in such well-known publications as The New York Times, The Boston Globe, Business Week, and Life and through publicity on television. Thousands of adults have visited the Center not only to inspect the facility, but to ask probing questions about costs, design, curriculum, etc. In fact, when the need arose, the Director, some mothers, and some of the researchers appeared before Congress, acted on Federal panels and traveled to other parts of the country for similar purposes.

Unfortunately, the attempt to establish an industry-related child care service to meet the expected needs of the employees of KLH R & D did not succeed as originally conceived. This failure is explained by two major factors. First, due to layoffs at KLH R & D, the demand for the service never stabilized nor materialized to expectations. Second, the anticipated costs for continuation of the service by one sponsor were prohibitive in relation to the minimal need which existed. These factors do not prove, however, that industry-related day care is not a feasible alternative to offer the parent who desires to work for a firm which needs to expand its labor pool. It only proves that this concept did not work at KLH R & D at this time.

SECTION VI

COST-BENEFIT ANALYSIS

Purpose

Now that the costs of day care at the Center have been identified and examined, more attention can be given to the measurable economic benefits which accrue to the program participants. While the experience at the Center did not yield sufficient data upon which to base a cost-benefit analysis, the research team has attempted to construct a model for conducting such an analysis. That is, the particular influence the Center has on the economic status of the parents of its 70 children and the characteristics of these parents is not conclusively known. Nevertheless, hypothetical assumptions have been made solely for the purpose of demonstrating how the model might work. Similarly, assumptions have been made with respect to wages, taxes, and corporate profits. These assumptions are not presumed to be fact, nor are they designed to demonstrate expectations of any day care facility.

Determination of Benefits

In the case of day care, economic benefits take the form of opportunity costs. Opportunity costs are those expenses which would be incurred, or those revenues which would be foregone if no day care program existed. Benefits to parents vary from one situation to another. If a parent is not working and his/her daily life would not be changed if the Center closed, he/she is, in effect, receiving no directly measurable economic benefit from the existence of the Center. If, however, a working parent cannot continue to work in the absence of the Center or, if a parent must pay a higher price for child care services elsewhere or, if a parent is forced to go on welfare, then he/she does benefit from the Center's existence. These day care benefits, therefore, consist of wages earned, the difference in child care charges, and the difference between wages earned and welfare payments respectively.

Employers also benefit from the Center to the extent that reduced absenteeism, reduced turnover, and reduced recruiting and training costs increase net profits.

Similarly, the benefits to government include reduced welfare payments, increased tax receipts from wages earned by working parents, and increased taxes on profits earned by employers and increased sales taxes on employee expenditures.

Furthermore, the children enrolled in the Center benefit provided the educational and environmental forces are better at the Center than they are elsehwere. These latter benefits, however, are the most difficult to measure.

Assumptions

In order to demonstrate a model for day care cost-benefit measurement, the following assumptions[1] have been made:

1. Each of the parents involved in the Center has only one child enrolled.

2. If the Center were to close the following events would take place with respect to the 70 parents of children presently enrolled:[2]

   - 40 parents would continue to work. However, they would pay $5 more per week ($2,125 per year), or $250 more per year, to have their child cared for elsewhere.
   - 20 parents would be unable to continue working, but instead would begin to collect welfare from the government. As a result, they would lose annual gross wages of $7,500, but would collect $2,220 in the form of welfare payments.
   - 10 parents would be unable to continue working, but would not collect welfare for eligibility reasons. Thus, they would lose an annual gross pay of $7,500.

3. If the Center were to close, employers would lose 30 employees and profits equivalent to 15% of their labor cost.

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[1] The reader is cautioned not to accept the above data as fact. Loading the figures to prove favorable or unfavorable conclusions is not intended. Each model user can insert his own data which he finds to be more representative of fact. Employee income of $7,500 is used as a rough estimate of wages earned. This may be higher than most factory workers earn. However, Center participants may be nurses, physicians, schoolteachers, etc., who presumably earn more.

[2] No provision has been made for the parent who enrolls a child, does not work and does not collect welfare payments.

4. Wages are taxed at 10%.

5. Corporate profits are taxed at 50%.

Given the assumptions listed above, the following economic benefits could be expected to accrue to parents, employees and the government.

Benefits to Parents

1. Each parent who continues to work, but who must bear the higher cost of day care services elsewhere benefits by \$5 x 50 weeks, or \$250 per year as a result of the Center's existence. That is, if the Center were to cease operations, parents who wanted to continue working would be less well off by the increased cost of providing other day care. The increased cost could be for higher tuition, transportation costs, etc. The difference in the quality of day care services is presumed to be negligible.

2. Each parent who is unable to continue working, but who goes on welfare loses net earnings of \$6,850, while retrieving \$1,875 representing foregone day care fees, and collecting \$2,220 in the form of welfare payments. Described more fully, the economic position of each parent is determined to be as follows:

Center and Work
Vs.
No Center and No Work

	Go to Work	Stay at Home
Wages Earned	\$7,500	0
Taxes on Wages	- 750	0
Take Home Pay	6,850	0
Day Care Fees	-1,875	0
Net Working Benefit	\$4,975	0
Welfare Receipts		\$2,220
Net Benefit of Working (\$4,975 - 2,220)	\$2,755	

Shown differently, the above table shows the cost-benefits of being able to take advantage of a day care center and working:

Benefits Foregone With
No Center-Receive Welfare

Wages Lost	$7,500
Less: Taxes (10%)	750
Take Home Pay Lost	$6,850
Less: Day Care Fees Not Paid	1,875
Net Working Benefits Lost	$4,975
Less: Welfare Payments Received	2,200
Benefits to Each Parent for Using Center	$2,755

In other words, this shows that a parent is $2,755 better off each year if he/she uses the Center when the alternative is to stay home and collect welfare payments.

3. Each parent who is unable to continue working and who collects no welfare loses the excess of net earnings over day care fees. A parent may not be eligible for welfare payments because of total family earnings. Thus, they would benefit by $4,975 while the Center exists.

Benefits Foregone With
No Center-No Welfare

Wages Lost	$7,500
Less: Taxes	750
Take Home Pay Lost	$6,850
Less: Day Care Fees Not Paid	1,875
Benefits to Each Parent for Using Center	$4,975

It is obvious that the benefits of having the Center and continuing work are not slight, particularly since the welfare payments do not partially offset the Net Working Benefits Lost.

Benefits to Employers

Under our assumptions an employer would lose profits equal to 15% of the gross wages earned by the 30 employees who would be unable to continue working because no day care is available. On an after tax basis, the benefits to an employer of the Center would be $16,875 calculated as below:

30 employees x($7,500 wages x 15% profit on wages) x
(50% corporate taxes)

The measured benefits of $16,875 represent increased profits assuming the employees could not be replaced by other new employees. If the employees not able to continue working without day care services could be replaced by employees who do not need day care, the employee would not derive any benefits from the Center.

Furthermore, the magnitude of the benefits measured for the employer do not consider any cost paid by the employer. Naturally, the profit we show would be lessened by 50% of the payments to the Center by the employer.

Finally, it should be noted that a major assumption here is that if employees could be retained in employment, their production could be sold. If the production yielded by any or all of the employees requiring day care is not sold, then the benefit is not derived.[3]

Benefits to the Federal Government

The taxes on earnings of otherwise unemployed employees and taxes on corporate profits made possible by the existence of the day care center are direct benefits to the Government. Additionally, cost savings are experienced by the Government when payments to welfare rolls are diminished or avoided. The calculated benefits to the Government are as follows:

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[3] This ignores the special case where additional employees provide efficiencies which lower total costs.

Taxes on employees wages (30 x $7,500 x 10%)	$22,500
Corporate taxes	16,875
Welfare Payments (10 x $2,220)	22,200
Total Benefits of Having the Center	$61,575

Other benefits not included above are state sales and income taxes, and the multiplier effect which savings and spending may have on the economy as a whole. In addition, no benefits were estimated for either a lower welfare administration cost, or a capability to pay higher benefits to those unable to work.

Conclusions Drawn From the Model

A summary of the measurable economic benefits as determined by the model and data described above appears below:

Parents requiring more expensive Day Care ($250 x 40)	$ 10,000
Parents who would go on welfare (20 x $2,755)	55,100
Parents who stay home (10 x $4,975)	49,750
Employers 30 x [($7,500 x 15%)(50%)]	16,875
Government	61,575
Total Benefits of Having a Center	$193,300

Given the assumptions from which benefit data have been derived, a number of conclusions emerge.

1. Assuming a constant utility of money, from a purely objective point of view, industry-based day care is most beneficial to the parent not collecting welfare who wants to work.

At first glance, this appears to be a paradoxical conclusion. That is, most people would guess that the parents who would avoid the welfare rolls should benefit most. This may be so when benefits such as the dignity of not requiring welfare payments, and the possible negative impact on the children of welfare parents are considered. These benefits are not measured here.

Be that as it may, even with the conservative estimate of factory wages, the benefits accruing to this group are the largest of all. Because these parents have the greatest potential for increasing their income, day care is most beneficial to this group as objectively determined. Society also benefits when the skills of these otherwise unused workers are utilized. However, the measurement of this benefit requires more elaborate analysis than that which is demonstrated here.

2. Benefits are marginal to the parent who leaves the welfare roll in order to go to work.

This assumes, of course, that no quantitative value is placed upon variables such as dignity or self-support, education of children or an active social, working environment. Not only are the quantifiable benefits to this group slight, but the industry-based day care concept becomes less desirable for parents in this group as the number of pre-school children per family increases.

3. From a business investment point of view alone, industry-related day care is a good business for the Government to sponsor.

The initial investment required to establish this particular Center was $86,700 broken down as follows:

Renovation	$70,600
Architect Fee	4,900
Kitchen Equipment	5,000
Program Equipment	6,200
Total Initial Investment	$86,700

If the Government were willing to invest this amount in day care while other parties paid for operational costs, this investment would be completely repaid in 1.4 years. This is due to the benefits of $61,575 accruing annually to the Government. $\frac{\$85,700}{\$61,575} = 1.4$ years. Similarly, a return on investment analysis yields favorable results. Specifically, discounting an annual cash flow of $61,575 over a four year horizon yields a return on investment of about 40%.

It is interesting to note that even if it were possible for mothers to secure jobs while still collecting welfare, the Government would still benefit significantly from industry-based day care. In the model used here, for example, the total Government benefits could exclude welfare payment savings without significantly negative results. That is, if people on welfare went to work and still received welfare checks, the Government benefits would be $61,575 less $22,200, or $39,375. This still provides a payback period of slightly more than 2 1/2 years. A key point to be remembered is that jobs must be available, found, and filled by the parent in question.

4. Quantifiable benefits accruing to the employer are slight.

Although the directly measurable benefits to an employer of industry-based day care are not as great as those for other groups, indirect benefits may prove to be a more significant factor in making the decision to establish or support a center. Specifically, such factors as the desire for community involvement, or the need to impress prospective managerial talent with a firm's social consciousness might enter into the day care decision. In fact, it is conceivable that a much sought after college or business school graduate would join a firm because it supports a day care center even though he or she has no intention of ever using it.

Summary

Objective data on wages, profits, welfare payments and taxes lead to a capability to determine measurable benefits are reflections of opportunity costs which would be endured if no center existed. Objectively determined data serve a useful purpose in that they help make some courses of action seem more favorable than others. The manner in which resources should be expended then become clearer. However, objective inputs are only a partial input to decision making. The nonmeasurable factors must be considered and, in many cases, are the dominant factor.

In our presentation the working parents not on the welfare rolls benefited measurably relative to those on the welfare rolls. The benefits to the employer are dependent on full employment and a favorable economic climate.

On the basis of objective measurement one may, for example, deem day care as unwarranted. On the basis of subjective measurement, however, the same individual may conclude day care is highly desirable and necessary.

SECTION VIII

INDUSTRY-RELATED DAY CARE - SOME IMPRESSIONS

The writers of this report have spent over two years working with the KLH Child Development Center, Inc., as researchers and consultants. This association has given the writers an opportunity to learn a great deal about day care, and particularly about industry-related day care. As a result, some observations have been made and some opinions have been formed concerning industry-related day care. Inasmuch as these impressions are most likely of importance to parties considering the establishment of an industry-based center, they are shared below with the reader:

1. If a firm wants to sponsor an industry-related day care center and derive directly measureable economic benefits, it will probably have to justify the investment by demonstrating the existence of some of the following conditions:
    a. It is working at or near capacity.
    b. It desires to maintain special skills or hire additional employees.
    c. Most of the help needed is female.
    d. The workers live fairly near the place of employment.
    e. Other steps taken to hire workers or to expand capacity have failed, or are less feasible. This includes advertising for workers in another geographic

location, raising the wage to draw in workers, purchasing new equipment to replace manpower needs, etc.

f. The workforce, present and prospective, will use the center.

Managers in the industrial sector are usually responsible to stockholders for their activities and decisions. Before pursuing work-related child day care programs, then managers must be able to identify measurable expected benefits resulting from such programs.

Industry-related day care is expensive. At the KLH Child Development Center the cost per child per week will be about $40. The cost of the facilities is a large expense. Staff costs, however, could be lowered, if the center were less oriented toward quality education. On the other hand, elimination of this feature may hinder parent-usage.

Start up costs to the firm may be kept low by the addition of a child center if idle space is available; renovation and the like can be done by already-in-house personnel; services such as secretarial, nursing, cafeteria, maintenance, light, heat and other overhead costs which are fixed in nature can be shared, etc.

At full capacity, direct benefits are incremental profits over and above incremental costs. At less than full capacity, direct benefits take the form of reduced absenteeism, tardiness, turnover, and defective production, or increased quality, etc. These benefits are difficult and costly to measure and are probably of marginal magnitude.

One of the expected benefits of a work-related day care center is that an employer in a tight labor market may be able to tap a new source of workers, particularly if his production process involves repetitive or manipulative procedures of the type that can be serviced best by female employees. Usually these employee skills, which are most often found in light manufacturing industries, require a short time to learn, little, if any, prior experience, and do not necessarily require a high level of education. Such jobs are often the only kind that disadvantaged parents can cope with and hold under current conditions.

2. If a firm wants to sponsor an industry-related day care center and it does not necessarily require directly measurable benefits, justification will probably be made on the basis of the following criteria:

a. The firm is managed by socially conscious executives.

b. Skills are needed at almost any cost.

c. The unmeasurable benefits in the long run are presumed to outweigh the costs.

Several firms have communicated with the research team inquiring how they may get a day care center established at their plant or company. Almost all wanted some approximation on cost, and all sought advice as to initial steps towards establishing their center. When asked why they were going to have the facility, considering the expenses involved, the typical response was something on the order of, "We think it is a good thing!" In short, some firms want a center no matter what the cost-benefit ratio may be. Hospitals, understandably, would be less cost-conscious than most, simply because of a shortage of specialized nursing skills.

3. Even if the employer wants an industry-related day care center, the employees should be surveyed to test the need for the service, since participation may not be as high as expected.

Some would argue that the employees will use the center if it is available, and that, therefore, a demand will be created once the center is established. This may be so. On the other hand, some may find reasons for not using the center which parallel those cited in another part of this report, leaving the firm with a white elephant.

To illustrate, a survey of employees at the KLH R & D was taken after the center was open. Of the 727 employees sent questionnaires, 368 (50.6%) responded. The following are selected data from this survey:

a.	Respondents who have children	170	46.1
	Respondents who indicated no children	161	43.6
	Respondents not indicated parental status	37	10.3
	Totals	368	100.0%

b.	Number of children per family:	Families	%
	1 child	80	48.5
	2 children	44	26.7
	3 children	22	13.3
	4 children	15	9.1
	5 children	2	1.2
	6 children	2	1.2
		165	100%

c. Ages of children

Age	Children	%
Less than one year old	23	7.3
One year but less than two	22	7.0
Two years but less than three	34	10.7
Three years but less than four	23	7.3
Four years but less than five	22	7.0
Five years but less than six	13	4.1
Six years but less than seven	12	3.8
Seven years but less than eight	17	5.4
Eight years but less than nine	14	4.4
Nine years but less than ten	14	4.4
Ten years and over	122	38.6
Total number of children	316	100%

d. Ineligible children

Less than two years old	45	14.3
More than six years old	179	56.6
	224	70.9%

e. Eligible children

Two years but less than three	34	10.7
Three years but less than four	23	7.3
Four years but less than five	22	7.0
Five years but less than six	13	4.1
	92	29.1%

f. Child care arrangements of respondents with children

	Respondents	%
Husband	3	1.8
Wife	56	32.9
Relative or neighbor	21	12.9
Day care center	9	5.3
Other	9	5.3
No answer to question	72	42.4
	170	100%

These data suggest that the need for the service by employees was not overwhelming in that almost half the employed parents had no children. Slightly less than 30% of the parents' children were eligible for the center, and, eventually, only seven children used the service. Many male employees preferred to have their children tended by the mother at home. Some refused the service for transportation reasons and other reasons cited in Part I of the first report.

The key point, which should not be lost in the comment here, is that future employee needs would have been the important criterion to measure. Although KLH R & D had no trouble in gaining new employees, the attractiveness of the Center to new employees might have become important had competition become keen for the particularly needed skills.

4. Although employees indicate a desire to have a center, usage will more than likely be slow in the beginning months.

Adjustments in family routine and changed child care arrangements take time and will slow down the approach to using the Center to its capacity. Some parents will wait to see how the other users like the Center.

At the KLH R & D 39 parents indicated interest in the Center. However, only 7 children of company parents were using the service.

5. Administrative ability and good business judgement are extremely important ingredients in the program direction.

These skills are more important to the Program Director than educational training and teaching skills. This is particularly true in the initial stages of the Center's development. The most valued and immediately needed individuals may already be in-house. At the outset, needs exist for architects, lawyers, accountants, and the like. An educational consultant may be utilized. The importance of the educational program development comes later. In other words, the typical investment staff is needed to come to grips with such issues as costs, buy or lease, renovation, size, etc.

6. Volunteers are readily available, but usually not when needs are crucial.

Wherever children are, people are always willing to help out either at no cost, or at relatively low wages. They are often women whose children are grown, high school or college students and handy men. Their availability is usually limited to two-hour stints either between 9:30 a.m. and 11:30 a.m. or 2:00 p.m. and 4:00 p.m. Usually, those times are teacher-occupied times or nap times. The largest need for spare hands is early in the morning when the children are arriving, and late in the day when the children are leaving. Not many volunteers are able to be at the Center at 6:30 or 7:30 to help infants with their leggings and boots.

7. Educational staff turnover will be high. The number of teaching hours per year for day care center teachers are longer than would be experienced in public or private school education. The competition for these teachers is keen, and it is difficult to retain qualified experienced pre-school teachers. The day care teacher puts in a concentrated teaching day for a complete year without the benefit of the conventional, long summer vacation, the study breaks which can be taken while the children do assigned work, etc. The low age of the pre-schooler requires almost total concentration.

8. The investment in industry related day care is a worthwhile venture for the Federal Government. If the government were willing to endure the start-up costs, and if firms would take over the operational costs, many goals would be realized by the governmental agencies.

The Federal Government is actively seeking new ways to overcome a variety of social ills which result in poverty and personal degradation. The education of pre-school children and the employment of parents to enhance the quality of family life is a principal goal of these efforts.

From a cost-benefit standpoint the program has the potential to act as a catalyst in reducing welfare costs below their present level. It is conceivable that industry-based child care programs will permit some otherwise unemployed persons to become employed in dignified, gainful work. If this happens, unemployment and other welfare payments to such people could be eliminated or reduced.

In addition, when a parent is gainfully employed, his self-reliance and independence from Government welfare may make him a more responsible and responsive citizen. An attitude of self-reliance may develop among the participants and carry over through their behavior, to their children and community.

Adaptation of pre-school education and non-exploitative employment programs should also help to widen the base of future working opportunities for poverty children when they eventually seek employment as adults. This again should reduce future welfare payments.

In addition to possible welfare reductions, some portion of the Government investment in child care programs may be returned in the form of increased taxable revenues. As the parents (and, in time, their children) eventually increase their income from steady work, new tax payments are likely to result. State governments may also receive higher tax receipts, through either personal income tax levies or sales taxes paid on dollars spent by program participants. In addition, as more dollars are spent these expenditures cause a greater movement of goods and services which, in turn, generally generates more employment opportunities and more taxable revenues.

Payments toward Social Security benefits should also increase. This increase ultimately will provide the individuals involved with a more adequate retirement plan since retirement benefits are associated with program contributions.

9. Industry related day care for pre-schoolers only is suboptimal.

One of the major problems of industry related day care results from the wide dispersion of children's ages. The service provided the working mother particularly would be limited in that special arrangements would have to be made for mothers with children attending grade school. This would be true for after school hours and school vacation periods. Furthermore, children in an eligible age group may be excluded if physical or mental handicaps exist.

The Federal Government has the obligation to seriously probe the feasibility of other alternatives to pre-school education when mothers want to work. This may include widening public education to include what is now tabbed the pre-school age group, specifically, 2½ to 5 years of age. Many research reports indicate mothers want to work; others state children are significantly receptive to earlier learning. Financially speaking, including pre-school in public education, may be more practical in that buildings, cafeteria facilities, administrators, transportation links, etc. already exist.

This alternative would require changes in the school day and school year. Public school hours are set up for non-working mothers (8:30-2:00). If mothers want to work, perhaps the school hours for children should be changed to coincide with working hours of parents. Parents would be able to drop off all children at an educational facility near the place of residence, not the place of employment. This alternative would not only eliminate some transportation problems, but also would overcome problems created by the wide range of children of working parents.

10. Any day care center associated with employment or training for employment is of no value per se if no jobs are available.

One of the prime objectives in the creation of pre-school day care centers is to free the mother who desires employment so that she may either go into training and eventually become employed or immediately become employed. Obviously, if no jobs are available, there is no need for the center.

11. A critical factor for the success of a center is the character and dedication of its Program Director. In the case of the KLH Child Development Center, this individual dedicated many long hours to helping the Center survive and thrive. Moreover, this commitment was not made for the purpose of enhancing her own career nor raising her salary. In fact, the Director agreed to a $4,000 cut in her salary in order to reduce the Center's cost budget. Without a strong, competent and dedicated leader it is doubtful that a center could succeed

2. INDUSTRY-BASED DAY CARE

Question: Can you submit for the record a list showing the extent of industry-based day care in the United States today. Please indicate the number of children you estimate are actually receiving care in these centers. What are the barriers to the expansion of industry-based day care?

Answer: *A. Corporate day care centers.*—Industry-based day care plays a very small role in the total provision for child care for working mothers in the United States. Less than 5% of children of working parents are cared for in child care centers according to *Day Care Services: Industry's Involvement* (Woman's Bureau, U.S. Department of Labor, 1971). Westinghouse Learning Corporation's 1970 study of day care indicates that 57.9% of existing center based child care is run by industry. It appears on the basis of these figures that between 2 and 3% of child care in the United States is sponsored by industry.

The following table shows seven corporations that subsidize child care centers in or adjacent to company facilities. The first five corporations own and operate their own centers. The two telephone company centers (which have been open less than six months) are owned and operated under contract with independent day care providers.

These seven centers are licensed to care for a total of 476 children. In September 1971, approximately 300 children were enrolled. About 90% (270 children) were children of corporate employees. The remaining children were from the local community.

	Licensed capacity	Average enrollment	Children of employees	Years of operation
Mr. Apparel, North Carolina	70	35–40	35–40	3.0
Skyland Textile, North Carolina	118	90	70	2.0
Vanderbilt Shirt, North Carolina	48	25–30	15–20	2.0
Curlee Clothing, Kentucky	45	40	40	36.0
Tysons Foods, Arkansas	45	39	39	1.5
C. & P. Telephone, District of Columbia	100	35–40	35–50	0.3
Ohio Bell, Ohio	50	35	35	0.1
Total	476	299–314	269–279	

B. Industry/Community programs.—At least four additional corporations have subsidized child care programs, either in a consortium with other companies or as part of a community-wide effort to expand and improve the available day care.

(1) The AVCO Day Care Center is located in the company's Dorchester printing plant. The center is licensed for 40 children and has a long waiting list. However, as a result of the relatively small, primarily male labor force and the recent economic showdown, only 10–15% of the 35–40 children enrolled are children of AVCO employees. The remaining children are from the Roxbury-Dorchester area. Federal and State funds have been recently approved to increase capacity to 118 children and allow the operation to become largely autonomous.

(2) The KLH Child Development Center was started in 1967 in a renovated building adjacent to the company facility in Cambridge, Massachusetts. The center has a capacity of 60–70 children. Federal R&D funds were provided until 1970. Enrollment of corporate employees ranged from 20–35 during this period. The center has subsequently been opened to the public and is financed through: (1) a consortium of corporations, each of which agrees to purchase spaces for children of their employees, (2) the local welfare department, and (3) individual parents who can afford the weekly fee of $37.50.

(3) The Whirlpool Corporation and twenty-six other companies in Benton Harbor and St. Joseph, Michigan, helped establish the Twin Cities Area Child Care Centers, Incorporated. The center is financed through fees and private donations, although local companies have contributed corporate professional services to develop and manage the center. The center is licensed for 80 children and is under-enrolled. Operating costs average about $40 per week per child.

(4) Control Data Corporation supported a company-sponsored child care center in North Minneapolis. The center, which originally cared for approximately 15 children of corporate employees, received a federal grant in September 1971 to expand enrollment to 120 children of low-income families in the

neighborhood. The center, which is now called the Northside Child Development Center, is funded by local corporations, community organizations, and government agencies.

C. Union-sponsored centers.—The Amalgamated Clothing Workers of America run four child care centers for children of union members in Baltimore, Maryland; Verona, Virginia; Chambersburg, Pennsylvania; and Chicago, Illinois. These centers, ranging in capacity from 60 to 300 serve women union members employed in area plants. There is no charge to use the center. Unionized corporations contribute 10% of their payroll to the union's social-benefit trust fund which supports, among other things, the child care centers.

D. Hospital-sponsored centers.—Approximately 98 hospitals with 100 beds or more operate child care facilities for use by their employees. Half the centers have less than 25 children enrolled, 35% enroll 25–49 children, and 15% have 50 or more. About 80% of the centers operated either in the hospital itself (16%) or on the hospital grounds in another building (63%).

The barriers to expanded industry-based day care programs are more difficult to analyze. The final results of the current HEW study should provide more definitive answers in several months. However, some highly preliminary factors are discussed below:

High cost.—Quality child care, as currently defined by federal and state regulatory agencies, is expensive. Programs designed to fully meet the intent of current regulations cost $2000–$3000 per child per year ($40–$60 per child per week). The potential corporate savings from day care plus the amount parents are willing or able to pay is—except in unusual cases unlikely to equal the cost of this type of care.

Uncertainty.—There is no empirical evidence about the potential reduction in turnover and absenteeism that corporate-subsidized child care would produce. In addition, most companies have inadequate knowledge about the causes and costs of turnover and absenteeism among their employees. Therefore, companies frequently take a wait-and-see attitude. Of the corporations currently involved in child care programs, only the two telephone companies' demonstrations have begun to collect data related to turnover and absenteeism (and these centers have operated only a few months).

Small-scale operation.—Few corporate facilities employ sufficient females to support a day care center of over 50 children. On the average, a plant employing 1000 female workers will have approximately 90–100 children between the ages of 3 and 5 eligible to use the center. Historical experience suggests that lower than 50% of the eligibles will actually use the center. Few companies employ this many females in one location. For example, only 2.1% of all manufacturing establishments employ 500 or more workers, both male and female. Industries with heavy concentrations of female employees average less than 100 per operating location. Child care centers for less than 50 children absorb a relatively large amount of fixed overhead and are thus increasingly expensive per child served.

Economic prosperity.—Although this preliminary conclusion is subject to change based on the on-going HEW study, the benefits of employer-subsidized child care appear heavily dependent on the economic prosperity of the specific industry and the degree of unemployment in a particular labor market. The potential value of industry-based day care is most sensitive to the need for additional female employees who could be recruited by the provision of subsidized child care. This recruiting value is significantly larger than the savings possible by reducing turnover and absenteeism. As a result, industry-based child care is likely to be highly unstable, subject to fluctuations in local unemployment and the production requirements of particular industries.

3. FRANCHISING DAY CARE

***Question:** Some concern has been voiced about franchising day care centers. How many children are actually receiving care in such centers? Please give a general answer, and submit detailed information for the record.*

Answer: Five companies are actually operating franchised child care centers, with from one to eleven centers within each franchise. As many as 32 other concerns are operating company-owned facilities in over 200 locations. These firms presumably are testing the feasibility of opening franchised operations.

The five companies who operate franchised centers are as follows:

CenCor, Inc. (65 company-owned centers, 5 franchised centers) under name of Les Petite Academies.

Day Care Centers of America (11 franchised centers) under name of Day Care Centers.

Integon Corporation (8 company-owned centers, 4 franchised centers) under name of American Day Nurseries.

Sesame Nursery Centers (2 company-owned centers, 11 franchised centers) under name of Alphabetland.

Wabash Consolidated Corporation (20 company-owned centers, 1 franchised center) under name of Kinder-Care.

We do not at this point have accurate information on the number of children receiving care in such centers.

4. ALLOCATION OF FUNDS FOR CONSTRUCTION OF CHILD CARE CENTERS

Question: H.R. 1 authorizes $50 million annually for construction of child care facilities, yet there is no formula in the bill setting forth the way these funds would be distributed. How would you intend to allocate funds appropriated among the states?

Answer: No method of apportioning the money among the states has been finally determined. One of the alternatives would be to use a method similar to that used under Part B of Title IV of the Social Security Act which reads as follows:

The sum appropriated pursuant to section 420 for each fiscal year shall be allotted by the Secretary for use by cooperating State public welfare agencies which have plans developed jointly by the State agency and the Secretary, as follows: He shall allot $70,000 to each State, and shall allot to each State an amount which bears the same ratio to the remainder of the sum so appropriated for such year as the population of such State under the age of 21.

The amount distributed in this manner for FY 1972 is $46 million. For the $50 million appropriation under H.R. 1, the figure allotted to the states would be $76,086, with the remaining $45,991,356 distributed according to the number of children under the age of 21.

Another alternative is to have private sponsor agencies, designated by the Governor or Mayor, determine construction project needs in its area and submit requests to a central review authority. The review would then rank projects on the basis of 1) specific project need for the success of the Opportunities for Families program in the local area, and 2) the cost/benefit effectiveness of the proposed construction project. Projects might then be funded in ranked order, but with limitations on the concentration of funds, such as limiting each region to not more than 20% of total Federal child care construction funds, and limiting States to not more than 10% of total Federal funds.

5. CHILD CARE AND EMPLOYEE ABSENTEEISM

Question: I understand that your department has funded a study on the kinds of reductions in employee turnover and absenteeism that are possible if child care is available. What have been the results of that study?

Answer: The Department has funded a study designed to analyze existing employer-sponsored day care and evaluate their economic, social and legal implications. That study is currently underway and a final report will be available in December.

As part of the study, the contractor has agreed to analyze two issues related to this question. First, the contractor will evaluate the likely cost of employer-sponsored child care under alternative assumptions about quality and type operation as well as the value of reductions in turnover and absenteeism. Preliminary results suggest that the potential savings are appreciable, particularly for industries with labor shortages, if day care is effective in recruiting additional female employees or retaining existing ones. Second, the contractor has surveyed existing corporate-based models to determine the actual impact on turnover, absenteeism and recruiting. Based on preliminary and incomplete returns, there is no empirical evidence on the actual results. Only two companies (C&P Telephone and Ohio Bell) have begun to collect the necessary data, and these programs have been in operation for less than six months.

6. FATHERLESS HOMES

Question: The Census statistics show that the number of children growing up in a home without a father is increasing. To what extent have single mothers been competent parents? Would good child care help in stabilizing a child's early years?

Answer:

OCD has analysed a broad array of studies concerning the development of the child in the fatherless home. Most studies have concentrated upon male children. There are indications that male children in fatherless families are somewhat more likely to experience developmental difficulties than are male children in intact families. However, the extent to which father-absence affects the child is very much related to the mother's ability to provide a supportive and stable family environment for her children. Her ability to do so is very much affected by economic, social, and emotional factors. The role of single parent involves, for many women, a reduction in income, social status, and a struggle against resentment, isolation, and self-doubt, all of which affect her ability to cope with the demands of child-rearing.

There can be little doubt, based upon research in this area, that developmental child care for children in fatherless homes would be most helpful to those single mothers who experience such difficulties. Good child care would permit the mother to work and relieve the economic pressures on her family while at the same time permitting her to be confident that her child does not suffer as a consequence of her employment. Most importantly, the provider of male models through the child care system would provide the child with the male identity he needs in order to complete the stabilization of the environment in which he is to grow and develop.

The CHAIRMAN. Senator Anderson is submitting his questions, and I will submit at this point some questions left by Senator Ribicoff that he would like to have answered for the record.

RESPONSES TO QUESTIONS OF SENATOR RIBICOFF

1. INADEQUACY OF CHILD CARE PROVISIONS UNDER H.R. 1

Question: Under H.R. 1, according to statements in HEW and the Ways and Means Report, $700 million is provided for 875,000 day care slots—$800 per slot. The Office of Child Development indicates that such a level is inadequate for all but the most minimal custodial care. How does this square with the President's original welfare message that "the child care I propose is more than custodial. This Administration is committed to a new emphasis on child development in the first five years of life."?

Answer: The $800 figure represents a simple average cost per slot based on an estimated cost of about $1600 per year for a full-time comprehensive slot and $700 to $800 per year for part-time slots, and based on an estimated ratio of about two part-time slots to one full-time slot. The average cost per child care slot is often not a meaningful figure, especially when a range of child care arrangements are contemplated. Certainly in some cases child care will tend toward the comprehensive-developmental care on a full time basis when that is what is appropriate. When it would be more appropriate to have part-time care which is closer to babysitting than developmental care, this would be provided at, of course, the lesser cost that such care requires. There will be many different situations for which child care will be provided, and the needs of the children served will vary even more widely. There is nothing in a plan to provide a wide range of child care services which is inconsistent with the President's commitment to provide "more than custodial" child care. Child care under H.R. 1 will clearly be more than custodial.

2. CHILD CARE FOR MOTHERS NOT ON WELFARE

Question: One of the things that concerns me about H.R. 1 as it passed the House is its lack of clarity about a mother's right to continue receiving child care once she has been placed in a job and is no longer on welfare. Would you agree to an amendment to H.R. 1 to make it clear that a mother who has worked her way off welfare should be guaranteed access to child care, and in addition, received at least a partial subsidy if her income is low?

Answer: There is no method by which *every* mother who has worked her way off welfare can be guaranteed access to child care any more than we can guarantee a job to every person who is willing and able to work. H.R. 1 does provide the means for the expansion of child care resources so that the mother has a greater assurance that she will find child care and perhaps have a choice among several types. The bill also provides for a fee schedule based on the ability to pay, and for the deduction of child care costs to a greater extent on the individual's income tax, and for income disregard of child care expenses. All these measures are designed to make the transition from welfare to employment less of a hardship on persons with low incomes.

3. ENFORCING CHILD CARE STANDARDS

Question: We know from our experience under the Medicare and Medicaid programs that Federal standards are only as good as their enforcement. My amendment to establish a Federal Child Care Corporation is designed to ensure that monitoring actually takes place. What plans do you have for monitoring under H.R. 1 to ensure that whatever standards you set are actually met?

Answer: Program quality control, including monitoring of day care programs, will be a function of the Prime Sponsor agency which may carry out this function in several ways: 1) establish a staff working full-time to certify and monitor programs, or 2) contract with the State day care licensing agency to perform such functions. There will of course be Federal review of such monitoring to ensure that it is performed and to gather data on the results. We intend to see that Federal standards are effectively enforced for child care.

4. NEW BUREAUCRATIC LEVEL

Question: In the position paper on child care legislation you submitted to the Congress, you propose setting up a system of prime sponsors to whom you would give grants to establish child care centers. Our experience under many of the Federal programs enacted in the past decade is that funds are used for bureaucracies rather than services. Wouldn't the use of prime sponsors be yet another way of creating new bureaucracies rather than spending money on child care?

Answer: The Prime Sponsor concept has been designed to avoid establishment of unnecessary structures and creation of resources which in time might turn out to be in the wrong location. We envision the Prime Sponsor agency as having a limited staff engaged in (1) developing plans for organized development of resources which are located where needed and of a nature desired by parents, (2) developing plans for maximum and efficient utilization of existing resources, and coordinating activities of all programs toward the end of better services, efficiently delivered, and (3) monitoring of programs to assure that services, purchased are delivered and that desired quality is maintained.

5. NEED FOR A LOCAL VOICE IN CHILD CARE

Question: Under H.R. 1, the Secretary of Labor is made responsible for providing child care services with full Federal funding. Although the bill indicates that he may arrange for these services by contracting with appropriate local officials, there is no compulsion for him to do so. In fact, the bill specifically authorizes him to contract with virtually any type of public or private agency or other person. Likewise the establishment of child care standards is left entirely at the Federal level with the Secretaries of Labor and HEW. This seems to fly in the face of established Federal policy in connection with such programs as Headstart and in the face of the views of most authorities in the field.

Don't you think that it is possible to combine full Federal funding with the retention of a significant local role in the operation of child care?

How do you think we can assure that those who are closest to the problem and most concerned with the welfare of the children are able not only to be heard but also to have some real control over the quality of child care provided in their communities?

Answer: It is not the intention of the Administration, through the use of prime sponsors, to eliminate participation of local communities in the delivery of service. In fact the prime sponsor would work closely with the private and public agencies in the local communities providing the services. Parents would be encouraged to participate in the activities and operation of the local programs. It would, however, seem tragically wasteful to by-pass the state and local governments and make use of an exclusively neighborhood based child care system denying the States the opportunity to progress in programs already undertaken.

The Councils will include parents who represent the population served by the prime sponsor. Regardless of the funding the communities will still have much to contribute to the successful operation of the program.

6. CHILD CARE AND DEPRIVATION

Question: Dr. Zigler, children growing up in our central cities suffer educational, health, and other kinds of deprivation. To what extent can child care offset this deprivation? Is your answer a matter of faith, or can the length and intensity of the child care experience be related to results?

Answer: My answer is based on the results of a recent Office of Child Development analysis of a number of studies which indicate the effects of developmental child care on deprived children.

There is definitely more than a temporary immediate impact of early intervention programs in such cases. It is important to note, however, that programs vary in emphasis, and that this variance may determine what type of longer range benefit is observed. Although each program showed some positive gains not all programs show positive effects in all forms of school performance at the end of fourth grade.

Preschool programs cannot guarantee continued success throughout public school but it can definitely enhance school readiness and particular skills during the first few years of public school. The view of the present researchers indicates that there is an impact of preschool intervention, but that it takes a commitment from the public school and the home to guarantee continued success. As Herzog indicates, "children can learn how to learn if we can learn how to teach them."

7. CHILD CARE AND OFF REGISTRATION

Question:

1. Under OFF, how many people needing child care will have to register?

2. How many will never be referred to work or training due to a lack of child care facilities?

Answer: Again assuming presently written effective dates and work registration requirements, we estimate that there will be about 777,000 mothers of children 6 to 14 who will be required to register under Federal and/or State programs under H.R. 1. Of this figure, about 209,000 already will have been working at least 6 months out of the year and presumably will already have made child care arrangements which they may want to continue. It is quite unlikely that any appreciable number will "never be referred to work or training due to a lack of child care facilities." It is true that some priorities will need to be set so that those who will most benefit from training and job placement will receive first call on child care services, but there will be a turnover in the first ranks from people becoming able to take care of their child care needs on their own and thus freeing up resources for those in lower priority categories. It may also be true that child care or its lack may not always be the prime cause of a recipient not being placed in work or training. A temporary shortage of training slots, for example, could defer a recipient's entry into such a program. A temporary scarcity of jobs could hold back a recipient from being placed in regular employment. We do not envision a program under which substantial numbers of recipients will be put in a permanent "holding" status just because of a lack of child care. Instances of recipients "never" going to work or training for this reason should be very rare.

8. WHO WILL NEED CHILD CARE

Question.

1. How many OFF children will need child care?
  - ***(a) How many aged 3–6?***
  - ***(b) How many over age 6?***

2. Provide a state-by-state breakdown.

3. Of the 875,000 slots, how many will be custodial, how many developmental? In other words, please provide us with information on per/slot funding, e.g. 100 slots of $800 each, 500 slots at $2000 each.

Answer. Our figures for this are not yet fully complete and refined. For example, we do not yet know or have any firm basis for estimating the program participation rate of the working poor population who will be eligible for assistance under H.R. 1. We have estimated at this point that among female-headed families, there will be something on the order of 2.6 million children who will need

child care. Under Federal and/or State programs (assuming currently written effective dates and work registration provisions). Of that figure, about 160,000 would be children under three, about 251,000 children between 3 and 5, and 2.1 million between ages 6 and 14. The assumption used as a basis for these figures is that children of mothers who have been working 6 months or more per year and of course are eligible under H.R. 1—will need child care. It must be kept in mind that in order to work at the present time, very large numbers of mothers have already established child care arrangements which they may well wish to continue after H.R. 1 is enacted. For this reason, one cannot simply subtract child care available under H.R. 1 from the number of children needing child care to arrive at a deficiency figure. Unfortunately we have not yet developed a reliable estimate of the number of children who are technically in "need" of child care for whom we will not actually have to provide child care because of a continuation of present arrangements.

We are presently engaged in producing State-by-State data on child care under H.R. 1 but have not as yet been able to produce usable data. As soon as good data is produced, it will be made available.

In answer to the question about the numbers of custodial and developmental slots among the 875,000, it should be made clear that we do not envision a simple two-track system under which some children receive developmental care while some receive custodial care. What we do expect is a wide range of child care services to be provided under Federal assistance, varying from full-time comprehensive developmental when that is what is needed, to very brief part-time baby-sitting when that is most appropriate to the situation and the child. As previously menioned, on top of the 875,000 slots, there will be a considerable number of children who will continue in child care arrangements previously used by working parents. In short, it is not possible to answer this question directly since it assumes a system of child care which we do not envision.

9. INCOME OF FAMILIES WHOSE CHILDREN ARE RECEIVING CHILD CARE SERVICES

Question:

1. What percent of children in each of the existing day care programs are receiving Aid to Families with Dependent Children?

2. What percent are of families making less than poverty-level income?

3. What percent are of families with incomes between poverty-level and the Bureau of Labor Statistics standard in S. 2007?

Answer:

1. Under child care programs Federally funded through Title IV–A of the Social Security Act, practically 100% of the children are from AFDC-eligible families.

2. Although no reliable data exists on this question, we would estimate that 90% of children in IV–A day care are from families making less than poverty level income.

3. Extremely few—there may be isolated cases in target population areas which are nearly 100% AFDC eligible, but the likelihood of any appreciable number of such cases is so remote that the expense of data gathering on this category is not considered a good investment. In any case, we estimate that there are never more than 10% of such cases.

10. "COMMUNITY COORDINATED CHILD CARE" (4–C) ORGANIZATIONS

Question: For several years the Department of Health, Education, and Welfare has been promoting State and local "community coordinated child care" organizations. As I understand it, the purpose of this effort was to coordinate child care activities on a local level. Yet the impression I have is that there has been no substantial expansion of child care services during this period. Can you give some concrete examples of the value of promoting these local coordinating organizations?

Provide a list of all such coordinating organizations and indicate, on a before-and-after basis, how lack of coordination turned into coordination. Indicate the expansion which resulted from each "community coordinated child care organization."

Answer:

ESTIMATED FEDERAL EXPENDITURES AND CHILDREN SERVED UNDER MAJOR FEDERAL CHILD CARE PROGRAMS, FISCAL YEAR 1971

Program	Expenditures		Estimated number of children (full day child care)	Annual cost per child	
	Total cost (thousands)	Federal cost (thousand)		Total cost	Federal cost
Title IV—A Social Security Act AFDC—Social Services	$273,508	$205,199	197,479	$1,308	$1,039
Title IV—A Social Security Act [1] work incentive program	40,000	30,000	97,541	410	307
Title IV—A Social Security Act [2] AFDC—Income disregard	99,000	59,400	300,000	330	198
Title I—Economic Opportunity Act concentrated employment program	7,500	7,500	9,500	789	789
Title II—B Economic Opportunity Act Project Headstart	137,500	110,000	80,000	1,780	1,375
Title III—B Economic Opportunity Act migrant and season farmworkers	1,400	1,400	2,000	700	700
Total	558,908	413,499	686,520	807	602

[1] The lower cost per child is due in part to States not charging administrative and medical costs of child care to the WIN program. Another factor may be caused by account of WIN program children in care in agency facilities for which no charge is made against WIN program funds.

[2] These are children of employed AFDC mothers whose care is financed in part by disregard of earned income for child care costs. This in effect raises the amount of the welfare payment the mother would be eligible for and Federal sharing would be reflected in the cash assistance funds rather than Social Service funds.

REGION I

New Hampshire State 4–C: Full Recognition. Pilot Project. Head Start in-service training programs are coordinated with other pre-school programs in the State.

Massachusetts State 4–C: Full Recognition. Contract with HUD/OCD/SRS for $160,000 to provide technical assistance to Model Cities in planning, developing, implementing, and expanding quality child care services.

Holyoke-Chicopee, Massachusetts 4–C: Full Recognition. Pilot Project. Information and referral center on children's services in welfare, education, recreaction, sources of local, State, and federal funding, health, medical, and psychological services.

Vermont State 4–C: Full Recognition. In 1969, Vermont had 36 day care centers. Through 4–C, the legislature provided $125,000, and $125,000 was received from other sources. Together, with Title IV–A funds, $1,000,000 was generated, for 172 licensed facilities, 2989 day care slots, with 31 license applications now being processed. All Family Day Care Homes are "satellites" to day care centers as a condition for licensing in order to upgrade the Family Day Care Home mothers' skills.

Maine State 4–C: Contract with HUD/OCD/SRS to provide technical assistance to Model Cities in planning, developing, implementing, and expanding quality child care services.

Portland, Maine 4–C: Full Recognition. 3 bills introduced into legislature to provide more and better child care. Volunteer telephone information center provides children's service information in the area. Administers $2,000,000 in children's service funds, primarily from Title IV–A. Rural task force working on dental care (Maine is among the lowest of the nation in dental care), dentists have provided free dental care to 71 children.

Lewiston-Auburn, Maine; Orno, Maine; New Haven, Connecticut; Rhode Island State; Rutland, Vermont; Montpelier, Vermont; Norwich, Vermont; Burlington, Vermont; Manchester, New Hampshire; Lynn, Mass., South Shore, Mass.; Lowell, Mass.; Cape Cod, Mass.; Brookline, Mass.; Brockton, Mass.; Lawrence, Mass.; Boston, Mass.; Greenfield, Mass.; Somerville, Mass.; New Bedford, Mass.; Fitchburg, Mass.; Fall River, Mass.; Worcester, Mass.; Northampton, Mass.; Cambridge, Mass.; are all in the process or organizing, and applying for recognition.

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REGION II

New Jersey State 4–C: Contract with HUD/OCD/SRS to provide technical assistance to Model Cities in planning, developing, implementing, and expanding quality child care services.

Westchester County, New York 4–C: Full Recognition. Pilot Project. Assisted Westchester Community College in developing a $52,000 EPDA Training Grant proposal. Transfer Sub-committee of Westchester 4–C Council has created plans for credit transfer from one college to another. "Course-Conferencing" program for paraprofessionals in day care centers with credits from more than one institution to aid them in working toward specific degree programs.

Trenton, Paterson, Red Bank, Camden County, Bergen County, Somerset County, Morris County (New Jersey) and Utica, Rochester, Orange County (New York) are all in the process of organizing.

REGION III

Maryland State 4–C: Initial Recognition. Pilot Project. Responsible for development of State child care training component, development of local 4–C organization in a State-wide network, conducts State-wide conferences and serves as clearinghouse for information on child care and child development, assist Maryland State Office of Child Development in planning.

Washington, D.C. 4–C: Initial Recognition. Developed a licensing code for day care centers, developed a city-wide survey, developed and conducted a training institute for D.C. child care personnel under a Child Welfare Short Term Training Grant (SRS).

Pennsylvania State 4–C: Initial Recognition. Pilot Project. Surveyed needs and resources State-wide, formulated priorities, now developing a State plan for child care. Coordinated funding source for 4–C (Title IV–A, Model Cities Supplemental, Pennsylvania State funds), Developed unified funding and accounting system. Coordinated training programs for 100 day care personnel in 3 colleges. Conducted county-wide workshops for day care operators and mothers. Monitors, reviews proposals, gives technical assistance on child care to local 4–C groups. Contract with HUD/OCD/SRS to provide technical assistance to Model Cities, employs project director and 5 field coordinators. Title IV–A and Model Cities Supplemental now matched for extended child care services in 7 areas in the State.

Delaware State 4–C: Initial Recognition. Expanding Head Start. Contract with HUD/OCD/SRS to expand child care planning and services in Model Cities.

Huntington, Welck, and Parkersburg, West Virginia; Danville, Charlottesville, Richmond, Lynchburg, and Christianburg (Provides dental assistance and dental trailer to day care centers), Virginia; New Castle County, Delaware; Montgomery County, Maryland; York County, Tioga County, Schuylkill County, Luzerne County,; Lancaster County, Lackawanna County, 2 child development centers), Bradford County, Berks County (Central referral office, career ladder program, staff work with mentally retarded and physically handicapped, food service program coordination between school districts and centers, staff and school and school facilities for after school recreational program), 3 centers for Handicapped, Serves 444 children in 20 family day care homes, 10 pre-school centers. 8 after school centers, Handicapped centers, raised $900,000 local money, Philadelphia (technical assistance to subcontractors of Title IV–A Day Care) are all in the process of organizing.

REGION IV

Athens, Georgia 4–C: Full recognition. Contract with Model Cities for day care services in Model Cities areas. Received OCD Research and Demonstration Grant to carry out 1) staff development; 2) coordinate health services, 3) serve as clearinghouse, 4) develop volunteers, 5) establish Media Center for 600 children in Model Cities area.

Metropolitan Dade County-Miami 4–C: Full Recognition. Pilot. Developed the proposal and facilitated negotiations between Model Cities and Public Welfare Department which opened up use of Title IV–A funds resulting in 1 million dollars for 1) preschool, 2) infant care, 3) after school care for 800 children in Model Cities. 4–C administers the program, subcontracting to agencies for direct delivery of services and evaluate and supervises the contractors. Matching Community Chest funds with IV–A for a quarter million dollars worth of services in non-Model City areas for 260 children. Developing proposal for evaluation system for child care programs in Dade County. Developing proposal for training grant. Obtained money for experimental family day care project to continue until IV–A money was available. Developed for state legislature a legislative packet on child care. Set up central purchasing for day care centers. Prepared booklet listing requirements for establishing day care centers. Prepared specific reports pinpointing area of greatest needs and did cost analysis. Conducted 3 community-wide workshops, 1 county-wide workshop. Investigating ways to provide health services to children in child care facilities. Give technical assistance to various agencies.

Tupelo, Mississippi 4–C: Initial Recognition. Pilot. Coordinated training: 1) Joint staff training for school personnel and community action agency. 2) Workshops for pre-school workers and parents. 3) Workshops for industry personnel. Promoted a child day care bill in the state legislature which would have required a license to insure minimum Health and Safety of children in group situations. Bill failed to pass. Laying groundwork with State Department of Public Welfare to secure IV–A funds for day care. Public education activities included distribution of materials. Technical assistance on aspects of day care services, how to obtain supportive services, licensing requirements.

Atlanta, Georgia 4–C: Initial Recognition. Pilot. Proposed an experimental central administrative and coordination mechanism for Model Cities. Attained $15,000 in local funds to match with Title IV–A to support 4–C planning staff. Worked with the State Dept. of Family and Children's services regarding State AFDC requirements qualifying for IV–A funds. Training Committee of the 4–C conducts workshops in day care for 125 people using 13 technical assistants previously trained through a HEW grant. Planning Committee working with Research Center of the Community Council to develop a plan for Day Care. Public Education Committee conducted tours of centers, publishes Newsletters. Priorities and Needs Committee worked with housing authority to build day care facilities in their projects. Staff Committee worked wih State Labor Department concerning employment of day care personnel.

Louisville-Jefferson County 4–C: Initial Recognition. Pilot. $10,000 in local funds matched with Title IV–A for community planning, information gathering, purchase of child care. Completed a basic Information System Design. Through a survey, enlisted cooperation of local industry and private employers to obtain data on child care for working mothers. With the Volunteers Bureau of Louisville and Jefferson County planned a systematic use and training of volunteers in early child care programs. 4–C, Louisville Board of Education, and State Department of Child Welfare presented 8 week course for day care teachers in the area of early language development. With Jefferson Community College, developing program leading to AA degree in early child care. Developed a Standing Committee to attend to child care staff development needs. Developed a IV–A contract for $22,000 for purchase of 20 slots. (Developed similar proposals for other agencies). Planned for development of day care centers in a local municipal housing complex. Developing an affiliation of 5 local settlement houses involved in child care programs in order to pool funds for more comprehensive services. Working with Community Action Agency for expansion of current early child care programs.

Brevard, North Carolina 4–C: Initial Recognition. Developed local share for matching Title IV–A for planning and services.

Nashville, Tennessee 4–C: Initial Recognition. Obtained $12,500 in local funds for planning and administration. Currently negotiating with Model Cities CDA to provide day care planning for target area. Planning in training project for day care staffing in Nashville area.

Kentucky State, Newport/Kentucky, Georgia State, Macon (Georgia); Charleston, Columbia (S.C.); North Carolina State, Winston-Salem (recipient of OCD grant to coordinate planning, increase services for 6–12 year old): Knoxville, Oakridge, Memphis, Tenn.; Gainesville, Jacksonville (recipients of $20,000 to plan for expansion of services), Tampa, West Palm Beach, Jacksonville, Lakeland, Tallahassee, Orlando (Florida); Florida State (recipient of HUD–OCD contract for technical assistance to Model Cities)—all in the process of organizing, and applying for recognition.

REGION V

Indiana State 4-C: Full Recognition. Technical assistance to community 4-C development. Statewide conference on day care. Influenced Governor's decision signing executive order to use IV-A funds for former and potential AFDC recipients to day care purchase. April 71 Indiana first purchase of day care from centers. State 4-C receives county 4-C and DPW day care plans, and reviews in concert with State DPW. State 4-C serves as watchdog to prevent abuses and insure services quality.

Indianapolis (Marion County): Full Recognition. Child care needs survey. Model Cities Contract for $32,000 to coordinate child care in MNA's. Referral service for placement of children in centers. Up-dated list on day care center vacancies. Child Development Training Program conducted by Indianapolis Skills Center under grant from the Child Welfare League of America. Licensed graduates are referred to centers for employment.

Gary (Lake County) 4-C: Full Recognition. Contract with Gary Income Maintenance Project, Model Cities and CEP to refer and provide day care in MNA's. Created resource lending library for equipment, books, curriculum guides, available to day care mothers and agencies. Assisted local people in obtaining day care facilities licenses. Assisted in renovation, decoration, staffing, and equiping new centers.

Hammond 4-C: Full Recognition. Two new centers now operating serving 70 children. Three new centers to be opened in November 71 serving 130. Two year accredited course to train High School graduates in day care through Purdue University. 16 Indiana youth, 5 from Hammond, all from disadvantaged homes, are enrolled. Lunch through cooperation of Public School Lunch program. City Public Health services used for children's examinations.

South Bend, (St. Joseph County): Full Recognition. Fully licensed non-profit centers now serve 15 children. One center in operation through $13,750 Model Cities grant. Seeking clarification of new State IV-A monies, to see if children are eligible outside MNA's. Satellite network involving Head Start to coordinate needed comprehensive services. Negotiations with churches for funds and space for new centers.

East Chicago, Ft. Wayne, Evansville, Richmond, Terre Haute, Bloomington, Michigan City, Elkhart, Anderson, Decatur County, Muncie, West Lafayette, and Greensburg are all organizing and applying for recognition.

Illinois State 4-C: Full Recognition. Conducted 2 legislative workshops on day care with staffs of State Senators and Representatives. Proposed two new types of day care legislation. Conducted conferences on "How to Start a Day Care Center." Working on resource development for day care in the State.

Chicago 4-C: Full Recognition. Chicago 4-C Subcommittee on Education and Training is part of the Mayor's Task Force for Manpower Improvement, enlargement of facilities, and expanded day care. Coordination of staff training and education through a contract with Chicago City College. Coordinated inspection and licensing services and technical assistance for all groups interested in operating day care centers. Developed and maintains updated records for need for day care for the city. Cooperated with Chicago Housing Authority for Day care centers.

St. Clair County 4-C (East St. Louis): Full Recognition. CDA $50,000 grant to be used for staff development and provide funds for family day care center. Established mobile staff development unit. Coordinated health plans. Employs a social worker available to all centers for consultation on children.

Evanston (Day care program for school age children), Rockford, South Cook County (May conference on Child Development), Carbondale, Champaign, Danville, and De Kalb are in organizational stages.

Minnesota State C-4 Committee, the Minneapolis, St. Paul, and St. Louis County (Duluth) 4-C groups are all in the organizing process.

The Wisconsin State 4-C (Annual Day Care Workshop), Madison (survey of local resources and training projects under OE-EPDA grant), Milwaukee (joining Madison in EPDA grant training), La Crosse and 5-County Area (Rush, Sawyer, Taylor, Washburn, and Burnett Counties), are in organizational phase, and applying for recognition.

Escanaba, Michigan 4-C: Full Recognition. (Menominee-Delta-Schoolcraft Counties) Through Intermediate school District a language developmentalist is provided, 14 classes provided, one on Indian reservation. Funds provided from Board of Education and local school boards. Classes conducted in nutrition, social security, first aid, family planning. Emergency food programs. Resource persons provided through 4-C by Health Department and County Department of

Social Services. Joint busing agreements between public school. Head Start and 4–C, with one insurance policy, city of Escanaba paying for gasoline.

Michigan State; Sass, Van Buren and Berrian Counties; Grand Rapids, Saginaw (Directory of Programs for Young Children); Detroit (Wayne State University co-sponsored day care teacher/aid course, for credit, fees paid by donation and Title IV–A). Battle Creek, Dickinson-Iron Counties, Ann Arbor, Benton Harbor, Holland, Jackson, are in organizational stages.

Dayton, Ohio 4–C: Full Recognition. MNA Day program. Workshops for center staffs and private nursery school staffs. Equipment catalogue for joint purchasing assistance. Developed career ladder for day care staff. Assisted centers to meet new licensing requirements in Ohio.

Toledo, Ohio 4–C: Full Recognition. Joint purchase of milk. Joint purchase of supplies through membership in Educational Purchasing Assn. Common medical record for all child care centers. Joint training programs through cooperation of local college, technical school and Bureau of Employment Services. Plans for joint medical services.

Akron (joint staff development committee developing two week summer course in child care at Akron University, joint health form, central library resource, preventive dental care plans), Cincinnati (Plans to have ADFC plan amended for use of Title IV–A for planning), Cleveland, Lorrain Co. (Toledo) Columbus, Wooster, Ohio State all in organizational stages. (HUD/OCD/SRS contract to develop State coordinating committee and assist local communities to develop coordinating mechanism.)

REGION VI

New Mexico State 4–C: Department of Health and Social Services has recently signed a contract with HUD/OCD/SRS for $102,000 to develop a state coordinating body, to assist communities in local coordination, and particularly assist the Model Cities of Albuquerque and Santa Fe. The State has already increased its WIN child care in the past year from more than 200 to more than 900 children, and is exploring Head Start as a Model Cities—WIN resource. The New Careerist Training Program is designed to train para-professionals for child care careers, enabling them to own and deliver child care services.

Albuquerque 4–C: Full Recognition. In addition to the New Careerist Training Program (with the assistance of the University of New Mexico), has a grant for the design and start-up of child development projects, and a NIMH/OE grant of $104,000 in an Advocacy for Children Project.

The Mescalero Apache tribe is planning for a pre-school day care center with the NMSDHSS Title TV–A, SSA for working mothers in an existing community building.

The Zuni Pueblo tribe is in the stages of organizing a Pueblo Office of Child Development, with the Governor currently serving as Chairman of the 4–C organization. While a day care center is being planned in conjunction with a local electronics firm employing Zuni mothers, a tribal concern is to upgrade the skills of grandparents who are normally expected to care for the children.

Oklahoma State 4–C: Full Recognition. Expansion of WIN Child Care Resources. Investigating Head Start as a day care resource. Through the Oklahoma State University, a training program was provided for 30 para-professionals.

Oklahoma County-City 4–C: Full Recognition. Two grants, a Child Welfare League of America ($100,000) and an MDTA (DoL) grant for $100,000 for training para-professionals for certification as Child Care Specialists.

Pittsburgh County-McAlester 4–C: Full Recognition. Two day care centers in factory areas for WIN mothers. Increased its WIN children in child care from 198 to 738 in a 9 month period. A local vocational-technical institute provides trainees as part of full time staff in the facilities. School system provides training in day care to expand the available programs for children ages 3–5. Model Cities has funded 4–C for a comprehensive MNS study and 4–C administers the MNA-Model Cities child care project, supplemented by Title IV–A funds.

Tulsa and Chickasha are in the organizational stages.

Arkansas State 4–C: Full Recognition. State 4–C agency contracted with State Department of Public Welfare for $100,000 in day care. Developed state-wide technical assistance program to communities for planning child care especially in relation to WIN program, assists communities to develop 4–C organizations. Created an Emergency Food Program Central Data File. Published a county-by-county directory of services available, and a manual of sources for day care licensing requirements.

El Dorado (Union County), Arkansas 4–C: Full Recognition. Union County 4–C has opened a new day care center in a previously closed 5-classroom elementary school, and has matched State funds with State Department of Public Welfare funds for Title IV–A, SSA for purchase of service. In addition, Department of Agriculture has provided support for new kitchen facilities for meals and snacks.

Texarkana (Miller County), Fayetteville (Washington County), Camden (Ouchita County), Jonesborough (Craighead County), Southwest Arkansas (3 counties centered in Arkadelphia), Northcentral Arkansas (5 counties centered in Batesville), Conway (Faulkner County), Arkansas River Valley (8 counties centered in Dardenelle), East Central Arkansas (5 counties centered in Forrest City), Central Arkansas (2 counties centered in Lonoke), Black River Arkansas (3 counties centered in Pocohontas), are all at Steering Committee stage and are in the process of organizing.

Texas State 4–C: Department of Public Welfare has signed a contract with HUD/OCD/SRS to develop a state coordinating body, to assist communities in local coordination, and to assist particularly Texas Model Cities. Staff under the terms of the contract are only now being employed.

Waco 4–C: Full Recognition.

1. Second Year Project of HUD Model Cities, funded by Model Cities and IV–A for $160,000.

   (*a*) Administration and Staff.

   (*b*) Family Day Care Homes (15, 5 children in each, infant to 3 years old), plus repair.

   (*c*) Bi-Lingual program in two Head Start centers and a private Latin American center, materials to be purchased from Southwest Educational Development Laboratory who is developing audio-visuals.

   (*d*) Parenting Education program in early childhood development.

2. Five Year plan developed under HUD for 24 hour care, handicapped 3–5 pilot program, comprehensive services in MNA centers (2–5), after school care, volunteer program for in center care with orientation.

Houston 4–C: Full Recognition.

1. United Fund of Houston and Harris County allocated $10,000 for 4–C administration in 1969, $25,000 in 1970, and $26,000 in 1971.

2. Establishment of sub-committees to survey: Residential and Day Services (foster home care, adoption, children's homes, etc.), Counseling Services (casework, legal services, etc.), Employment, Education Services, Financial and Supplementary Services, Health Services, Special Services (law enforcement, research, home management, etc.), and Recreation and Character Building Services.

3. Model Cities—Houston and Council contract to provide day care services to MNA for 1,110 children for $726,000 in 230 day homes (660 children) and 6 new centers (with capacities each for 75 children). 1970.

4. Model Cities—Houston and Council contract to continue previous contract called Late First-Year Action Programs for $750,000.

5. Model Cities—Houston and Council contract for Second Action Year for $1,457,000 from Model Cities and $2,254,000 from Title IV–A day care elements to be sub-contracted.

6. Model Cities—Houston and Council contracts are for comprehensive services (centralize dental, medical, psychological).

San Antonio 4–C: Full Recognition.

1. Surveys of:

   (*a*) Licensed Day Care Centers.

(*b*) Child Care Services (in cooperation with school districts).
(*c*) Group Day Care.

2. Creation of Demonstration Day Care Center.
3. Training Programs:

(a) Head Start In-Service Training Program expanded to include private center leadership participation.

(b) Child Welfare Short Term Training Grant with San Antonio Community College to train 100 sub-professional day care workers.

(c) Education Professions Development Act Grant with San Antonio Community College to train 68 pre-school teacher aids (19–50 years old, 30 on stipends, 53 daytime—15 nighttime students, 71% Mexican American 27% Black 2% Anglo), two year program.

4. Active with TDPW in licensing family day care homes in MNA's.
5. Development of vest pocket playgrounds.
6. Creation of Baby Sitting Club.
7. Creation of Mother's Club.
8. Creation of Toy Lending Library.
9. Involved in promotion of Spanish Literature.
10. Operating central referral system for students and workers.
11. Development of central equipment depository.
12. Creation of minimum standards for day care document.
13. Budget of $470,000 funded by Alamo Council of Governments, Texas Development of Public Welfare, United Funds, Housing and Urban Development, San Antonio Area Foundation Federal, State, local, and private.

Emphasis on training sub- and para-professionals in a comprehensive program, to improve in-home, and family day care homes, to create informal day care situations, to enable for licensing, to support WIN program. Pilot.

Austin, Crockett, Nacogdoches, and Dallas are in organizational stages.

The Jicarilla Apache tribe has created a child care center, and is negotiating its own $95,000 for a Title IV–A, SSA $38,000 project.

Edinburgh, Texas 4–C was awarded a Section 426 SSA Grant for a Model Cities demonstration in coordination, particularly with refernce to Indian and Migrant needs, to offer possible employment to para-profesionals in day care, to develop a bi-lingual program and curriculum.

Louisiana State, St. Tammany Parish, and Shreveport, are all in early organizational stages.

REGION VII

Nebraska State 4–C (organizing): Developed a State Plan-Coordination of Services to Children—which the coordinator is implementing. Plans for introducing early childhood development into the curriculum of the public high schools on a pilot basis.

Omaha, Nebraska 4–C (organizing): Committee chaired by Director, Family and Child Services of Omaha. Sponsors a monthly meeting to bring prospective day care operators together with the representatives of the three State agencies—Fire Marshall, Welfare, Health—who have an influence on licensing. In this manner, prospective operators will have valuable information before they choose a site for a center. Sponsored a state-wide conference on Childrens Health Needs and Services, emanating from concerns expressed by its membership. Sponsors the Aide Training in Early Childhood (ATEC) program, funded by OE National, providing college training to day care pre-professionals. Thus far, about 100 persons have been trained and about 85% receive immediate employment. The Committee is negotiating a contract with the State Department of Public Welfare to plan and coordinate delivery of child care under Title IV–A. The United Community Services has agreed to provide the non-Federal share.

Lincoln, Nebraska Co., Nebraska (organizing): Worked through the local media to publicize the needs of children via radio and TV.

Cedar Rapids and Des Moines, Iowa; Iowa State; St. Louis, Missouri; Kansas City, Missouri; Burwell-Garfield Co., Greeley Co., Sherman Co., Palley Co., Hastings, Blue Hill, Superior Clay Center, Holdredge Custer Co., Nebraska: Wyandotte Co., Bourbon Co., Shawnee Co., and Parsons, Kansas all are in the first stages of organization, and applying for recognition.

REGION VIII

Missoula, Montana 4–C: Full Recognition. Working with the University of Montana's Home Economics Department to find positions for students in day care programs as a part of the school management program. Coordinating a project for retarded children which was applied for through the Boulder Public School. Working to establish a Supportive Services program for 5 day care centers and 23 day care homes. Assisted the Vocational Technical Center of Missoula in developing a grant package to fund the training of day care workers. Worked with the Y.M.C.A. to establish a summer enrichment program by coordinating the cooperation of agencies and institutions.

Helena, Montana 4–C: Full Recognition. Used Model Cities and IV–A funds for services. Developed training for day care proprietors and family day care mothers.

Denver, Colorado 4–C: Initial Recognition. Pilot. OE/EPDA Grant for training program for day care/early childhood development workers; An ongoing coordinated resource development effort by which trained people from the community at large are brought together to develop new training opportunities. Significant volunteer effort. Technical assistance given by professionals in the area of early childhood development. Developed a resource bank. Established 5 new day care centers which serve 50 children each. Three (3) of the new centers are new constructions, the result of a coordinated planning effort that has pooled agencies funds and private monies. The centers are modular structures, an innovation in the area of day care facilities. A coalition of women's groups formed to augment the efforts of 4–C by offering volunteer time and financial assistance in the area of early childhood development.

Durango, Colorado 4–C: Initial Recognition. 4–C's survey pointed to increase need for qualified baby-sitters for this tourist town. 4–C set up workshop for 70 high school students who were certified for "infant care".

Grand Junction, Colorado 4–C: Initial Recognition. Developed a training plan with the help of the Mesa College, for the assistance of day care personnel in the Grand Junction area. A special $500 grant was made possible from the training funds processed through the Central OCD office.

Colorado State 4–C (organized a statewide survey, with Colorado Migrant Council is focusing on rural areas). Wray (Colorado); Brookings (South Dakota); North Dakota State, Butte (Montana)—are in the process of organizing.

REGION IX

San Diego County 4–C: Developed proposal for county wide child care and submitted to the county Welfare Department Full Recognition.

Riverside County 4–C: Full Recognition. County-wide survey. Developed proposal through cooperating agencies for 1) Central depository for equipment, supplies, 2) Consultant services to agencies, 3) staff development and training, 4) public education, 5) joint recruiting system for Head Start, Preschool and private day care programs and 6) Preventive dental care.

Hawaii State (created by legislature, has responsibility for programs covering 0–12 years of age, has contract with HUD–OCD–SRS providing $55,000 for development of coordinating mechanisms and technical assistance to Model Cities areas).

Phoenix, Arizona (helped to revise State plan to permit services to past and potential AFDC recipients, administers $500,000 per year serving 1000 children in 15 centers, operates information and referral center, monitors and evaluates projects, staff development, county-wide coordinated planning; developed comprehensive plan in conjunction with Health Department.

Berkeley, California (child care information and referral service; survey of needs and resources, service for sick children, community aides giving in-home care, community-based child care planning).

Orange County, Santa Clara (55,000 through Model Cities and Title IV–A), Los Angeles—Areas 5, 6, 7, Sacramento, Santa Cruz County, Sonoma County, San Mateo, Ventura County (California); Arizona State, Tucson (Arizona)—all in process of organizing, and applying for recognition.

REGION X

Seattle, Washington 4–C: Full Recognition. Pilot. Has title IV–A funds for planning and developing a coordinating mechanism for the Model Cities Area and county. MDTA grant to upgrade the skills of 100 day care workers. Developing an educational TV training series for training in-house care workers and family day care mothers. Have two year grant to develop a referral service.

Eugene, Oregon 4–C: Full Recognition. Has generated Title IV–A for programs and staff.

Portland, Oregon 4–C: Full Recognition. Has generated over 1½ million dollars of IV–A money and has over 30 programs operational with varying degrees of direct services, benefiting over 13 thousand preschool, "latch key", emotionally disturbed, and migrant children.

Pendleton, Oregon 4–C: Initial Recognition. Engaged in comprehensive planning. Negotiating for Title IV–A funds.

Washington State 4–C (HUD–OCD–SRS contract for technical assistance to Model Cities), Spokane County, Thurston County, Watcom County, Skagit County, Grant County, Chalin County (Washington); Oregon State (appropriated $125,000 to develop programs in rural areas), Kittitas, Yakima, Jackson, Union, Coos and Douglas Counties, the Dalles, Salem, Mid Willamette Valley (Oregon); Juneau (Alaska) (OCD grant to develop a Family Referral Service Center, Model Cities and IV–A funds for 3 centers, developing before and after-school care.) All in the process of organizing, and applying for recognition.

11. STUDY OF DIFFERENT KINDS OF CHILD CARE

Question: Two years ago the Office of Child Development began a major experimental program called "Planned Variation in Head Start" to compare various approaches to child care programs. Has that experiment shown that some methods are better than other methods? What have you learned?

Answer: Planned Variation in Head Start is in the beginning of the third and final year of the Head Start phase of the study. The first year was seen as a feasibility study, the second as a period for teacher training and support to become fully operational, and the third year as the major test of the immediate effects of different curricula. The children will be followed up during their three to four years in Follow Through to test long term effects. The final report on the immediate impact study should be available in spring 1973. The first interim report was distributed in spring 1971; the second interim report is due in spring 1972.

The first report indicated that:

Approaches to child care varied from relatively easy to implement to quite difficult to put into action,

Many approaches were about 70% "in place" after about eight months in a wide variety of settings,

The immediate effects in the first year were only slightly better for the model programs as a whole than for regular Head Start classes,

In very well-implemented classes in the first year, similarity of effects were more striking than the differences.

When the experiment is complete in spring 1973, we should have information on the time, cost and effects of various approaches to the educational component of child care programs. The very important longitudinal study, due for completion in 1976, will describe the long-range effects of the different approaches and of continuous participation in a well-implemented model.

A copy of the interim report is attached.

NOTE.—The summary of the interim report is reproduced here; the complete report, entitled "Implementation of Planned Variation in Head Start: First Year Report, 1—Review and Summary," is in the committee files.

EXECUTIVE SUMMARY

The Head Start Planned Variation study is a research program in early education. Funded and coordinated by the Office of Child Development it explores the impact of various curricula on young children from poor families. It is conducted in conjunction with Follow-Through, a project directed by the Office of Education which continues comprehensive compensatory education in the elementary grades.

The objectives of Planned Variation are two-fold:

- to compare the short-term and long-term effects of well-defined approaches to early childhood education
- to assess the cumulative impact of a continuous, systematically coherent program from the preschool years through the early elementary school years.

During the pilot phase -- the school year 1969-1970 -- eight distinct approaches to preschool education were included in the Head Start Planned Variation study. During that year, the evaluation dealt with two issues:

- the extent and nature of implementation achieved by the different models
- the effects on children, on their families and on programs of the experiences provided by the different models.

The primary focus was on analyzing the processes by which the models were implemented. In subsequent years, the focus of evaluation will shift to measurement of effects.

This review and summary is based essentially on the interim report prepared by Stanford Research Institute, Implementation of Planned Variation in Head Start: Preliminary Evaluations of Planned Variation in Head Start According to Follow Through Approaches (1969-1970), although information from other sources is also included. A more detailed discussion of Planned Variation is contained in the interim report.

The first year of the Head Start Planned Variation study yielded several important, although preliminary, findings. They concerned the processes involved in establishing early childhood education models in new sites, the nature of experiences provided for children by different educational models, and the range of models' effects on children and their families.

A first group of findings dealt with differences among early education models in their ease of implementation in new locations and with external factors which facilitate implementation. A number of factors influencing success in implementation were documented, and these were things which one might have predicted would be important but which previously had not been studied systematically. Among the factors contributing to successful implementation of early education models were:

- the amount of pre-service and in-service training and program supervision provided by a model
- the adequacy of facilities and materials in a particular Head Start center
- the political stability of a Head Start center within the community.

In addition, models that resembled "packages", having many explicit, teachable components were more easily implemented during this first year than were models in the form of highly flexible advisory and consultant systems. In general, the information about implementation pointed to particular, controllable factors which lead to successful operation. This kind of information should be extremely valuable to states and communities that are attempting to set up early education programs.

A second set of findings concerned the nature of experiences provided to children by preschools based on different educational philosophies and methods. These findings provided the first systematic documentation of the fact that programs spanning the spectrum of current approaches to early childhood education actually do vary not only in terms of their "rhetoric" but also in terms of children's daily activities, the classroom organizations, and the teaching strategies they promote. It was found that:

- in areas of primary importance to preschool models, children's experiences reflected models' stated orientations
- in areas of lesser importance to models, children's experiences were less distinctive.

These findings are important because they demonstrate that the proliferation of early education models which has occurred over the last several years is offering a wide-range of diversity in the kinds of preschool experiences which can be provided for children. They are also important because they are some of the first data which enable us to tell communities and parents of all backgrounds precisely what children's experiences will be like in preschool programs based on different models.

The third set of findings concerned the effects of preschool programs on children and their families. These findings were especially important because they pointed to effects of Head Start in areas previously not reported. In addition, they demonstrated changes in mothers' behaviors which might well influence the kinds of home experiences provided for the siblings of Head Start children, as well as the children themselves. It was found that:

- Head Start children improved in performance on measures of cognitive functioning and academic achievement more than is attributable to maturational patterns in low-income children.
- Head Start children increased in their ability to inhibit motoric and verbal responses in situations where such inhibition is appropriate. They appeared to have learned what a question is and what an appropriate response is and to have learned how to focus on the essential components of school-like tasks (increases were again beyond those due to maturation).
- The mothers of Head Start children increased significantly in their verbal communication with their children and in their praise of them in a learning task -- once more the increases were greater than would be expected from changes accompanying low-income children's usual maturational growth.
- On some of these measures, well-implemented Planned Variation models differing in content and approach appeared to be equally effective. They produced nearly equal gains -- and gains which were slightly larger than those which occurred in "regular" Head Start classes.
- In other areas, including parental attitudes, Planned Variation models differing in orientation demonstrated a specificity of effects such that programs having well-formulated objectives in particular areas produced changes consistent with their objectives. Similarly, the relative emphases given to various areas of children's and parents' development by different Head Start models appeared to have been successfully transmitted to parents and to have influenced their attitudes.

In conclusion, the pilot year findings indicate that Head Start Planned Variation as a study is contributing substantially to our understanding of early childhood education programs while the models included in it are contributing to accelerated growth in participating children and their families. Planned Variation is providing necessary information about the nature, the effects, and the dissemination of well-formulated approaches to compensatory education; it is producing evidence of programs' effects in many areas, some of which were previously unexplored; and, as a by-product, it is advancing the development of instruments for measuring and evaluating young children's psychological functioning and experiences.

12. CHILD CARE STUDIES

Question: Please furnish for this record a list of all the contracts your Department has entered into during the last two years for studies relating to child care. Please indicate for each study how much the study cost, whether it was of any value and if so what the value of the study was. Please do the same for the Office of Economic Opportunity.

Answer: In response, we are furnishing the latest available comprehensive package of descriptions of child care studies. One part of the package is "The Research, Demonstration and Evaluation Effort of the Office of Child Development for Fiscal Year 1971," and the second part of the package is a comprehensive listing of abstracts of studies related to child care compiled by an interagency panel on child care in May 1971.

THE RESEARCH, DEMONSTRATION, AND EVALUATION EFFORT OF THE OFFICE OF CHILD DEVELOPMENT FOR FISCAL YEAR 1971

I. INTRODUCTION

The following material provides an analysis of the research, demonstration, and evaluation effort of the Office of Child Development (OCD) for Fiscal Year 1971. To facilitate interpretation of Tables 1 and 2 and Charts 1 and 2, this narrative will describe the function of OCD as well as the content areas of its programs. The Regional Analysis provides a geographic classification of the number of projects and dollar amounts within the 10 regions of the Department of Health, Education, and Welfare (DHEW) (Table 3); and the Beneficiary Analysis indicates the population served (Charts 3, 4, and 5).

II. THE STRUCTURE AND FUNCTION OF THE OFFICE OF CHILD DEVELOPMENT

The structure and function of the Office of Child Development are best described in terms of three major goals: advocacy, service, and coordination. These goals influence the research, demonstration, and evaluation efforts of two Bureaus within OCD: The Children's Bureau, which deals with the problems of all children, their families, and the environments in which they develop; and the Bureau of Head Start and Child Service Programs, which administers programs for preschool children. In pursuing these goals, OCD functions as an advocate for the Nation's children, develops the necessary manpower to enact programs and provide services, and conducts research. These functions are discussed in more detail below:

A. Advocacy

Advocacy is an active effort to be aware of, understand, and modify when indicated, those conditions which pertain to the well-being and development of the Nation's children. In order to carry out this function efficiently, OCD must *coordiante* research and service delivery, develop *new services* where necessary, and *utilize* existing programs and knowledge for the ultimate benefit of all children.

B. Manpower

For program efficiency personnel must be recruited, adequately trained, and aware of the objectives of the program. Projects which address these issues are classified under the category Manpower.

C. Research

"Research", as used in the context "OCD's Research Effort", is a generic term. Specifically, it could include any of the following:

1. *Basic Research*, in which fundamental questions are raised and tested.
2. *Applied Research*, whereby the principles formulated in basic research are utilized in practice or programs.
3. *Methodological Research*, or the design of tests and assessment instruments to measure some facet of child development education, parental attitudes towards children, etc.
4. *Evaluation*, which assesses the effectiveness of ongoing programs providing information for decision-making regarding program characteristics.

5. *Demonstrations*, which provide field-tested working models of services, new products, and innovative methods.

6. *Dissemination*, or the utilization and implementation of research findings to professionals, paraprofessionals, and nonprofessionals actively engaged in child development fields.

III. PROGRAMS WITHIN THE OFFICE OF CHILD DEVELOPMENT

To conceive of the Office of Child Development solely in terms of child development research, advocacy, coordination of services, or development of manpower is to minimize the scope and thrust of the agency. The program areas discussed below answer more directly the question of OCD's function. Some of these are components of Bureaus within OCD, as is the case with Project Head Start. The others fall within the province of research, demonstration, and evaluation and build upon the definitions cited in the previous section.

A. Project Head Start

This project was designed as a comprehensive program to serve the needs of disadvantaged children and their families. Head Start has provided medical, dental, and nutritional services and care for the children enrolled in it. It has sought to involve their parents in playing a vital and active role in the total development of their children rather than their being passive recipients of a service. These objectives have been achieved by mobilizing social services and community resources to improve the lives of both the child and parent (i.e., the family unit). Training of the disadvantaged and utilization of volunteers in a variety of capacities, as well as provision of enrichment programs for stimulating the social, emotional, and intellectual development of the child, have been central to the program.

B. Model Cities Demonstration Projects

Twelve demonstration projects developed with community participation and approval, have been funded within urban areas designated by the Department of Housing and Urban Development as Model Cities. These projects provide a range of services in low income neighborhoods and fall within several content areas of the grants program. In addition, a contract negotiated between DHEW and DHUD provides for technical assistance from OCD/4–C to Model Cities in 10 states in the coordination and delivery of child care services.

C. Community Coordinated Child Care Program (4–C)

The 4–C program is based on the premise that quality child care should become available to those who need it most, on a flexibly organized, community-wide basis. Under the system, local public and private agencies interested in day care and preschool programs develop procedures for cooperating with one another on program services, staff development, and administrative activities.

D. Other Programs

Other areas include development of standards for day care and child welfare services, including foster family care and institutional care.

IV. CONTENT OF THE OFFICE OF CHILD DEVELOPMENT'S RESEARCH, DEMONSTRATION, AND EVALUATION PROJECTS[1]

A. Day Care

Projects included under this designation have as a common element evaluation, demonstration, or research bearing upon those children who are without parental influence during the day. The need for such programs is related to the rapid changes in the concept of the "nuclear family" during the past decade, as well as the increasing number of working mothers. Specifically, these projects may involve: the creation of successful prototypes of community-operated day care facilities, improvement of the quality and delivery of services to families, provision of information that will facilitate a parent's conceptual understanding of the goals of day care programs, utilization of male adolescents to work in cross-age relationships wth children from father-absent homes, thereby increasing manpower and fostering personality development. In addition, new models of care for infants are field-tested.

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[1] Note: These areas comprise the column titles of Table 1 and appear in Table 2 and Charts 1 and 2.

B. Health

Health services must meet the needs of disadvantaged families and youth who would otherwise be deprived of proper physical and nutritional care. The development, coordination, and delivery of such services are the targets of projects within this domain.

C. Family Development

Since environment nourishes the social, emotional, and intellectual growth of the child, programs in this content area seek to enrich the primary milieu of the child: the family. They are aimed at providing educational and supportive programs which will enhance effectiveness and competence in the parent role and strengthen the maternal-infant relationship. Education in neonatal care and early child development, taught in the high school and supplemented by observations of and activities with young children, will better prepare teenagers for parenthood. Special programs for pregnant school age girls enable these young mothers to meet their infants' needs while completing high school, ultimately widening options for further education, vocational training, or employment. Other programs to educate and support maternal and family development are carried out in a variety of settings including the home (Home Start), pediatric clinics, and well-baby clinics.

D. Organizational Processes in Children's Programs

In its role as advocate, OCD is charged with: 1) exercising cognizance over conditions pertaining to the well-being and development of children; 2) developing a capacity to respond to parents in need of information and guidance in the area of child development; 3) involving parents in its programs within the community; and 4) stimulating youth to share in decision-making roles. The implementation of these functions prevents youth and their parents from becoming passive recipients of services and actively involves them at the program level. The projects which explore these dimensions of community involvement and decision-making processes are classified os Organizational Processes in Children's Programs.

E. Information Utilization and Dissemination

The benefit to the child from programs such as these is indirect, since the focus is on achieving institutional change. The collection of data in the fields of child welfare and child development research has been vast. Equally vast has been the growth of services directed toward the target population of children and youth. Utilization of research data is vital at this stage so that gaps in existing knowledge can be identified and bridged. Likewise, dissemination of research findings to professionals, paraprofessionals, parents, and the public is imperative in order to involve all segments of the population in child development programs. These types of activities are the result of long range planning and the proper analysis of existing research data and known community services.

F. Cognitive and Personality Development

If a child is to develop normally, two conditions must be met from the time of conception: the biological endowment must not be impaired, and it must receive appropriate support from the surrounding environment. These factors are vital in the development of children. This categorical area is concerned with attempts at modifying the environment so as to enhance the child's cognitive and personality development.

G. Vulnerable Children

The homeless, battered, or neglected child is a tragedy in any society. The trauma of these situations affects the core of his personality and renders him helpless. The adjective "vulnerable" best describes this child. Implicit in such a concept is the need for assistance: adoption, foster care, and protective services are a few of the projects OCD sponsors to alleviate the plight of vulnerable children.

1. *Adoption.*—Specific concerns in this area are the location of suitable parents for the infant, the development of exchange services for adoptions (e.g., A.R.E.N.A.), adoption of black and other hard-to-place infants and children, and the effects of adoption upon development.

2. *Foster Care.*—These projects explore the role and status of foster parents, attempt to meet the lack of experience of some foster care workers, educate the general public as to the role of foster parenting, expand and improve upon existing methods of training foster parents, and conduct research relating to the operation of a national information exchange for foster parent associations.

3. *Protective Services.*—Optimally, the family should provide the environment in which the child grows and his maturational needs are met. Unfortunately for some youngsters, family life may involve traumatic experiences which adversely affect the normal process of development. In such cases, provision must be made for the child to be removed from the home with the least damage to his welfare. Investigation of viable alternatives for the child other than the home, the process of removal from the home, and agency coordination to assist in this process are the issues of concern.

H. Miscellaneous

This category designates those projects which do not match the criteria or content of those discussed above, but do relate to the function of OCD and investigate salient questions which will directly or indirectly influence the direction of research and program planning in the future.

V. REGIONAL ANALYSIS

Within the Department of Health, Education, and Welfare there are ten regions, the boundaries of which are found on the attached map. In each of the regional offices an Assistant Regional Director for OCD supervises a staff carrying out Head Start and Children's Bureau projects for the area.

The regional analysis for Fiscal Year 1971 pinpoints the number of projects in a given region as well as the total dollar amounts of these projects for that region. It reflects the overall Federal experience in which the Boston, New York, and California areas dominate the R&D scene. This is due to the concentration of universities and research organizations, and, in the case of New York, of national organizations. The lack of R&D projects in Regions VII and VIII indicates a need for a directed effort toward those regions with little or no involvement in the R&D effort.

VI. BENEFICIARY ANALYSIS

The beneficiaries of OCD's research and demonstration effort should not be confused with the Principal Investigators of the projects who were awarded the grant money. A beneficiary is the consumer of a demonstration or the target group of a research study. An infant receiving day care, a disadvantaged child placed in a good foster home, and a teenager provided with emergency comprehensive services are all beneficiaries of OCD's attempts to serve the Nation's children.

A detailed analysis of the beneficiaries by age, income group, and ethnic group is found in Charts 3, 4, and 5. In some projects beneficiary data were not applicable. For those grants awarded to explore future directions in child development research or to analyze the utilization of current research data, it was impossible to specify the beneficiaries. These projects represent 15 per cent of the total of $5.5 million.

A. Beneficiaries by Age (Chart 3)

As one would expect, a major portion (78 percent) of research and demonstration money funded projects aimed at the Nation's children. Within this 78 percent, 23 percent was spent on programs for infants, 25 percent for children in the preschool years, and 30 percent directed towards young children, ages 6 to 17. Of the remaining 22 percent, 15 percent was allocated for all ages as specified above, and 7 percent went for programs and services to young adults and adults. In the latter cases, the emphasis was on preparation of teenage pregnant girls for motherhood, and the development of the nuclear family.

B. Beneficiaries by Ethnic Group (Chart 4)

The black population is the largest group of beneficiaries with 34.5 percent of the grant money funding projects solely for this group. Other minorities and percentage of funds include: American Indian, Eskimos and Aleuts (1 percent); Orientals (1 percent); Spanish surnamed Americans (2 percent). In instances where the percentages of these minority groups could not be specifically determined within a project, the money was allocated to the category All Minorities. This category incorporates 21.5 percent of the $5.5 million. Cumulatively, all minorities are beneficiaries of 60 percent of the R&D effort. Anglos and other ethnic groups were served by 24 percent of the total amount in grants, and data were not available for one percent of the money.

C. Beneficiaries by Income Group (Chart 5)

The largest amount of research money (69 percent) was focused on families with lower incomes (i.e., below $6,999). Fifty-two percent of this was spent on projects whose beneficiaries had incomes below $3,999, and 17 percent served families in the $4,000-$6,999 income level. Sixteen percent of the money was targeted to families with incomes between $7,000 and $15,000, and no beneficiaries in the total population served had incomes which exceeded $15,000.

D. Summary

An overview of the three charts indicates that well over half of OCD's research effort is directed toward minorities, specifically the low-income black population.

The following listing includes all projects, new and continuing, funded in Fiscal Year 1971 by the Research and Evaluation Division of the Office of Child Development. In addition, there are a few projects, funded in earlier years, which are still ongoing due to an extension of the grant period. The projects are arranged by content area to conform to Tables 1 and 2. Head Start Evaluation and Model Cities Demonstrations are indicated by a notation following the title.

The current grant period and amount of the grant award appear under a synopsis with the OCD identification number. A "(C)" indicates that the project is continuing; for example (C-2) would mean the present grant year is the second continuation, or third year.

If the reader wishes further information on any particular project, he should write directly to the Project Director at the address provided.

DAY CARE

RESEARCH AND EVALUATION

Program in Child Welfare Research

Study is determining effectiveness of medical, social, educational, and day care services to a group of disadvantaged families, and following the development of this group of children, comparing them with each other and with a control group.

Sally Provence, M.D., Yale University, 451 College Street, New Haven, Conn.

PR-900(C6), 7/1/71-6/30/72, $270,270.

Assessment of Child-Rearing Environments

This project concerns the question: can dimensions be identified in environments for young children which are helpful in assessing an environment's pertinence, richness, and adequacy, and which also predict its usefulness for immediate adaptation and for future growth of children with diverse developmental and social histories? A classificatory scheme is developed for evaluating and comparing environmental variables in group care and home care settings for nursery-aged children.

Elizabeth Prescott, M.A., Pacific Oaks College, 714 West California Boulevard, Pasadena, Calif. 91105.

R-219(C6), 11/1/70-10/31/71, $43,718.

Relationship Opportunities in Day Care and the Child's Task Orientation

The purpose of this program is to provide model day care for 3- and 4-year-old children which focuses primarily on improving the quality and quantity of close human relationships available to the young child through the day care program itself and through work with mothers.

Christoph Heinicke, Ph. D., Reiss-Davis Child Study Center, 9760 West Pico Boulevard, Los Angeles, Calif. 90035.

OCD-CB-48, 9/1/71-8/31/72, $67,146.

Vermont FAP Day Care Evaluation (*Head Start*)

Project will evaluate the delivery of child care in relationship to the existing manpower programs, define the steps involved in preplanning child care delivery in Vermont, and evaluate these steps in the context of their generality, identifying those aspects peculiar to Vermont and those more broadly applicable to many states.

Eileen Siedman, Leadership Institute for Community Development, 2021 L Street, N.W., Suite 600, Washington, D.C. 20036.

H–3940 A/H/O, 6/30/71–6/29/72, $60,000.

MANPOWER

Group Care of Infants—Phase III

Project involves preparation of educational materials and offers training opportunities to paraprofessionals who care for infants and toddlers. Study tests the hypothesis that day home care is better suited to the needs of children under three than is group care.

Mary Elizabeth Keister, Ph. D., Institute for Child and Family Development, University of North Carolina, Greensboro, N.C. 27412.

D–256(C6), 7/1/71–12/31/71, $10,693.

A Demonstration Project to Implement A Day Care-NYC Youth Helper Program

This program will demonstrate the feasibility of introducing a cross-age helping relationship program for teenagers and school and preschool children into day care center operations. The program will provide a simple functional operating model for a day care center-after school program for elementary school-age children which can be reproduced in other locales.

Mary Conway Kohler, J.D., National Commission on Resources for Youth, 36 West 44th Street, New York, N.Y. 10036.

OCD–CB–92, 7/1/71–6/30/72, $33,250.

Demonstration: Male Workers in Day Care

Methods of recruiting, indoctrinating, and teaching caregiving skills to adolescent or early mature young men will be explored. Groundwork will be laid for formal evaluation of effects of experience on the young males and on the children of different ages, races, and both sexes with whom the young men will work.

Boyd R. McCandless, Ph.D., Educational Psychology, Emory University, Atlanta, Ga. 30322.

OCD–CB–86, 7/1/71–6/30/72, $39,965.

ADVOCACY—NEW SERVICES

Community Family Day Care Project

Project identifies formal and informal networks of child care in a multiracial, low income neighborhood of Pasadena, explores the possible ways to support existing organizations, facilities, and people concerned with day care in order to improve quality of services, and investigates possible alternatives that may be provided to expand day care opportunities in a neighborhood. During the current year the project will develop a self-help organization of family day care mothers, recruit additional family day care homes, and continue experimentation with a variety of support services.

June S. Sale, M.S.W., Pacific Oaks College, Community Family Day Care Project, 728 North Los Robles, Pasadena, Calif. 91104.

OCD–CB–10(C1), 8/1/71–7/31/72, $102,683.

Field Study of the Neighborhood Family Day Care System

This study has focused on the problem of discontinuity of care in private family day care arrangements, and specifically investigates the social processes by which family day care arrangements of different types are made, maintained, and discontinued. In the present year, the project will concentrate on the analysis and reporting of a series of related studies arising from earlier pilot work.

Arthur C. Emlen, Ph.D., 2856 N. W. Savier, Portland, Oreg. 97210.

R–287(C4), 3/1/71–2/29/72, $82,304.

Infant Satellite Component (0–2 Years). (Model Cities)

Six infant day care homes will be established to provide emotionally secure and cognitively stimulating environments. Homes will be staffed by surrogate mothers who will be trained in child care and assisted by high school students.

Marion G. Kagan, Ph.D., Honolulu Model Cities, 658 South King Street, Honolulu, Hawaii 96813.

OCD–MC–13, 9/1/71–8/31/72, $71,501.

A Work-Related Child Development Center

The KLH Child Development Center, Inc., originally intended to serve only the children of KLH employees, moved from an industry-based concept to a community educational day care concept. Project examines the sociological and educational aspects of the program and focuses on the involvement of industry in the field of preschool education. Research will provide cost-benefit analysis from varying points of view of the government and industry sectors.

Kate B. Lafayette, M.Ed., KLH Child Development Center, Inc., 38 Landsdowne Street, Cambridge, Mass. 02139.

D–288(C2), 7/1/69–9/30/71, $147,782. (Grant period extended; no additional funds.)

OCD–HUD Contract (Model Cities)

The Office of Child Development, in conjunction with the Office of Regional and Community Development, Department of Health, Education, and Welfare, has negotiated an agreement with the Department of Housing and Urban Development to provide technical assistance in child care services to Model Cities in 10 states. Through the 4–C (Community Coordinated Child Care) mechanism, Model Cities within these states will be assisted in planning and implementing programs in day care and other aspects of early childhood development and education.

OCD–MC–18, 6/71–7/72, $100,000. (Jointly funded with Department of Housing and Urban Development.)

ADVOCACY—UTILIZATION

Utilization of Cost and Time Data in a Local Community (Day Care—Costs and Accountability)

Project will field test manual on day care program classification, cost analysis, and accountability to be used by day care centers.

Keith McClellan, Ph. D., Welfare Council of Metropolitan Chicago, 123 West Madison Street, Chicago, Ill. 60602.

D–296(C4R)(S1), 2/1/71–11/30/71, $88,329.

National Urban League Child Care Development Center

The National Urban League Child Care Development Center is establishing and carrying out a demonstration project to test the assumption that the operation of child care services by a community corporation is a viable concept.

Jeanette Burroughs, National Urban League, Inc., 55 East 52nd Street, New York, N.Y. 10022.

OCD–CB–44, 7/1/71–6/30/72, $74,957.

ADVOCACY—COORDINATION

Cooperative Child Care Demonstrations (Model Cities)

The Coordinated Child Care Council of Bexar County, Inc., (4–C) will serve as the mechanism to coordinate existing services and programs, design new programs and methods of coordination, and determine ways to implement programs to improve children's services in the San Antonio Model Neighborhood Area.

Coordinated Child Care Council of Bexar County, Inc., 118 N. Broadway, San Antonio, Tex. 78205.

OCD–MC–02, 9/1/71–8/31/72, $21,454.

Community Coordinated Child Care Project (Model Cities)

Program attempts to develop locally controlled, locally financed, integrated child care services for preschool children of economically disadvantaged families, particularly the large migrant population.

Associated City-County Development Corporation of Hidalgo County, P.O. Box 1198, Edinburg, Tex. 78539.

OCD–MC–04, 7/1/71–6/30/72, $20,460.

Community Coordination Project (Model Cities)

The 4-C Agency will attempt to 1) insure comprehensive quality child care, child development, and supportive family services through provision of administrative, staff, and program coordination; 2) mobilize community resources to assure maximum agency commitment; 3) enhance community communication and pride in quality child care and supportive family services.

Athens-Clarke County Community Coordinated Child Care, Inc., 240 South Hull Street, Athens, Ga. 30601.

OCD-MC-05, 7/1/71-6/30/72, $70,700.

Community Coordinated Child Care in Forsyth County (Model Cities)

The 4-C program in Forsyth County will be a coordinating mechanism for the planning, implementation, and delivery of child care services. Specifically, it will assess existing service delivery systems, serve as liaison among cooperating agencies, develop and encourage the provision of new services, survey and document the needs of school-age children, and determine the extent of parent involvement.

City of Winston-Salem, P.O. Box 2511, Winston-Salem, N.C. 27102.

OCD-MC-14, 7/1/71-6/30/72, $23,540.

HEALTH

RESEARCH AND EVALUATION

An Evaluation of the First Year of the Summer Health Start Program (Head Start)

Program will assess how feasible, viable, and successful the Health Start model is in extending the available medical services to serve more children. It will also record the longer-range success of the health coordinator, the extent to which children have entered a health delivery system that will continue after they leave the Health Start program, and whether this represents a new and more effective use of resources or is achieved at the expense of other medical needs in the community.

Joseph Wholey, Ph. D., Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037.

H-3941, 5/71-5/72, $137,750.

ADVOCACY—NEW SERVICES

Teen-Age Medical Center and Walk-in Counseling Center (Model Cities)

A program of emergency and episodic medical and counseling services for youth ages 10-20 will be expanded to provide in-depth and more specialized care for young persons with chronic conditions. Youth will be actively involved in the delivery of services.

Arnold S. Anderson, M.D., Children's Health Center, Inc., 2436 Chicago Avenue South, Minneapolis, Minn. 55404.

OCD-MC-16, 7/1/71-6/30/72, $72,460.

RESEARCH AND EVALUATION

Curriculum Research in Infant Education

The goal of this project is to formulate a curriculum with respect to particular developmental systems. Children from 1 to 2½ years of age will be longitudinally studied in terms of their social, language, and play behavior. The major intention is to develop a program of infant education which will enhance the competence of children from low socioeconomic families.

William Kessen, Ph. D., Greta Fein, Ph. D., Department of Psychology, Yale University, New Haven, Conn. 06510.

OCD-CB-98, 7/1/71-6/30/72, $129,828.

Cognitive Development and Mother-Child Interaction

This project studies cognitive development from 15 to 36 months of age in a group of culturally deprived Negro infants for whom information on development from 8 to 15 months of life is already available. The focus is on the transition from sensorimotor action to internalized thought and the determination of the maternal characteristics associated with the development of representational thought.

Silvia M. Bell, Ph. D., Department of Pediatrics, The Johns Hopkins School of Medicine, Baltimore, Md. 21205.

OCD–CB–49, 9/1/71–8/31/72, $54,200.

Parent Attitudes and Developmental Changes in Children

This program will determine if the developmental status of a child changes during exposure to the Children's Physical Developmental Clinic. Changes are related to the initial status of and/or change in parent characteristics and attitudes during the clinic program.

Warren Johnson, Ed. D., Children's Physical Developmental Clinic, University of Maryland, College Park, Md. 20742.

OCD–CB–55, 7/1/71–6/30/72, $15,848.

A Study of Parent-Child Center Local Evaluations (Head Start)

Project has as its goals 1) to provide technical assistance to these already-funded evaluation projects to ensure that the best possible designs and measures would be used and that centers with common interests would be contacted for the development of collaborative studies; 2) to assess the extent to which the evaluation projects to date present as intended the needs and concerns of PCC staff, parents, and advisors; and 3) to prepare a book or monograph summarizing what has been learned from local evaluations to date, both those in the "archives" and the FY71 studies.

Philip McGee, Ph. D., 213 Ashbury Street, #5, San Francisco, Calif. 94117.

H–9785 A/H/O, 6/71–6/72, $31,046.

A Study of the Impact of the Parent-Child Centers on Parents and An Evaluation of the Advocacy PCCs (Head Start)

The purpose of the evaluation is to describe the program content and organizational characteristics across 32 Parent-Child Centers and to assess the impact of participation on families and children. In addition, the study will include a prospective evaluation of the 6 Advocacy Parent-Child Centers planned for FY72.

Douglas Holmes, Ph. D., Center for Community Research, 33 West 60th Street, New York, N.Y. 10023.

H–2997 A/H/O, 5/71–6/72, $228,958.

MANPOWER

Project ACT: Adolescents in Child Training

Under the guidance of professional teachers of child development, kindergarten programs, established in each of two Little Rock Public High Schools, provide a laboratory in which adolescents observe, study, and work directly with young children while taking child development coursework.

Grace Dupree, M. Ed., Little Rock School District, West Markham and Izard Streets, Little Rock, Ark. 72201.

OCD–CB–09(C1), 7/1/71–6/30/72, $66,423.

ADVOCACY—NEW SERVICES

Development of a Day Care Center for Young Children

Experiences are provided in a combined home visit and enrichment center program for young children and their families which will foster in the child maximal cognitive and psychosocial functioning during the period of intervention and subsequently throughout life.

J. Ronald Lally, Ph. D., Children's Center, Syracuse University, 100 Walnut Place, Syracuse, N.Y. 13210.

OCD–CB–100, 7/1/71–6/30/72, $375,121.

Family Development Center

The Family Development Center is designed to provide services for 50 infants from birth to two years and their high school mothers. The objectives of the program are to provide an appropriate day care center for the infants, to assure adequate health care for them, to provide a parent education program for the mothers, and to enable the mothers to continue their high school education.

Ruth T. Gross, M.D., Family Service Agency of San Francisco, Inc., 1010 Gough Street, San Francisco, Calif. 94109.

OCD–CB–17, 7/1/71–6/30/72, $268,739.

Preparation for Parenthood Program and Early Childhood Development Program (Model Cities)

Program will provide comprehensive educational, medical, and social services for pregnant schoolgirls and returning dropouts who already have babies. An infant and child development center will serve as a laboratory school in support of the parenthood component.

Macon County Board of Education, P.O. Box 90, Tuskegee, Ala. 36083.

OCD–MC–12, 9/1/71–8/31/72, $129,813.

Family Service Center (Model Cities)

An agency, Family Service Center, will coordinate health and social services to children and families by acting as a family advocate and clearinghouse for service information and referral. It will also stimulate the establishment of new services on the basis of identification of systematically unmet needs.

Community Coordinated Child Care Agency, 210 Admiral Way, Juneau, Alaska 99801.

OCD–MC–11, 9/1/71–8/31/72, $60,361.

Preparation for Parenthood (Model Cities)

A comprehensive program of educational, medical, social, and vocational services will enable 100 pregnant teenage girls to continue their education in a separate school setting. Girls are informed and encouraged to take advantage of the community resources which will enable each to solve her particular problems in the most effective manner.

Charles Thornal, Waco Independent School District, P.O. Drawer 27, Waco, Tex. 76703.

OCD–MC–01, 8/1/71–7/31/72, $59,225.

ADVOCACY—UTILIZATION

A Parent Education Program in the Pediatric Clinic

This project combines an educational intervention program involving parents with a comprehensive medical program for young children. Mothers of 20- to 40-month-old children are trained in child development in the waiting rooms of pediatric clinics and well-baby sections.

Anne G. Morris, Mount Sinai School of Medicine, 100th Street and Fifth Avenue, New York, N.Y. 10029.

OCD–CB–39, 7/1/71–6/30/72, $73,380.

ORGANIZATIONAL PROCESSES

RESEARCH AND EVALUATION

Social Policy Study Program

Program aims to develop a general model for social policy analysis and to test this model through application to selected, relevant, current, past and newly proposed social policies, especially those relating to child life, the family, and community.

David G. Gil, D.S.W., Florence Heller Graduate School for Advanced Studies in Social Welfare, Brandeis University, Waltham, Mass. 02154.

PR–288–1(C3), 7/1/71–6/30/72, $141,732.

Indicators of Child Health and Welfare

Study is examining possibilities of formulating, collecting, and analyzing a set of indicators reflecting child health and welfare status. Interrelations among indicators will be analyzed with the goal of developing a smaller set of indices or dimensions of child health and welfare. Implications of sets of indicators for social policy and program planning will be explored.

Leonard S. Kogan, Ph. D., City University of New York, 33 West 42nd Street, New York, N.Y. 10036.

OCD–CB–18(C1), 8/1/71–7/31/72, $78,827.

Transient Youth Research

The project will investigate the nature of contemporary America's transient youth population through an in-depth look at that population in one American city for a short period of time. Investigation will deal with a definition of the needs of this transient group and of the services available, and an assessment of the need for and utilization of a demonstration model youth hostel with minimal auxiliary social services.

Barbara Knudson, Ph.D., Extension Division, University of Minnesota, 335 Nolte Center, Minneapolis, Minn. 55455.

OCD–CB–97, 7/1/71–12/31/71, $15,878.

A Pilot Project To Develop Curriculum Materials on Indian Tribal Culture (Yakima) (Head Start)

The Center for the Study of Migrant and Indian Education is attempting to establish a curriculum development project where people in the tribes will assist in developing and evaluating cultural material which can be used with young children in day care programs, Head Start, public schools, and other educational settings.

Lloyd M. Gabriel, Ed. D., Central Washington State College, Center for the Study of Migrant and Indian Education, P.O. Box 329, Toppenish, Wash. 98948.

H–0954, 6/30/71–6/29/72, $5,159.

Conference: Planning for Research in Child Development for the 1970's

Conference focus is oriented towards the major gaps in research in child development and why they exist, who should set research priorities and how they should be set, and how research can be communicated more effectively.

James J. Gallagher, Ph. D., Frank Porter Graham Child Development Center, University of North Carolina, Chapel Hill, N.C. 27514.

OCD–CB–47, 2/71–3/71, $6,000. (Jointly funded with National Institute of Child Health and Human Development.)

ADVOCACY—NEW SERVICES

Youth Service Agency (Model Cities)

A comprehensive, youth-determined program will attempt to improve youth in government and social decision-making processes, reduce the incidence of youth crime and delinquency, and provide desired employment and other self-improvements through youth advocacy, coordination of services, and initiation of new programs.

John Gathings, Youth Service Agency, City Hall, P.O. Box 821, Rock Hill, S.C. 29730.

OCD–MC–09, 7/1/71–6/30/72, $38,480.

Pilot Project in Pre-Adolescent Services (Model Cities)

A daily after-school recreational and remedial program for preadolescents will be established at each of three Youth Service Agency Youth Centers. Older youth will serve as leaders, and parents will be involved in program implementation and evaluation.

Youth Services Agency, % Community Development Administration, 39 Branford Place, Newark, N.J. 07102.

OCD–MC–17, 7/1/71–6/30/72, $72,780.

ADVOCACY—UTILIZATION

Child Advocacy Systems: A Baseline Study

The present study involves an exploratory survey of the varied programs and activities which might be considered "child advocacy" programs in this country.

Alfred J. Kahn, Ph. D., School of Social Work, Columbia University, 440 West 110th Street, New York, N.Y. 10025.

OCD–CB–68, 9/1/71–8/31/72, $97,646.

Conference: Youth in the Seventies: Implications for Planning, Policy and Programs

The purpose of this conference is to identify and analyze the major issues related to youth in the coming decade and to develop policies and programs based on this view.

Gisela Konopka, D.S.W., University of Minnesota, Center for Youth Development and Research, 304 Walter Library, Minneapolis, Minn. 55455.
OCD-CB-14(S1), 7/1/71-9/30/71, $5,225.

ADVOCACY—COORDINATION

Data Systems for Planning Children's Research

A data system will be developed which is broadly defined as an information coordination function including collection, synthesis, and dissemination of information. The focus of the analysis of information and special projects will be the development of policy issues, overall planning, and coordination of Federal efforts. The analytical effort will blend the information available from research studies with the more difficult task of being sensitive to both program needs and newly developing programs.

Ira H. Cisin, Ph. D., Social Research Group, George Washington University, 2401 Virginia Avenue, N.W., Washington, D.C. 20006.
OCD-CB-107, 7/1/71-6/30/72, $166,579.

INFORMATION UTILIZATION AND DISSEMINATION

RESEARCH AND EVALUATION

Public Communication Critical to Child Health Care

This project will focus specifically on the *Report of the Conference on the Use of Stimulant Drugs in the Treatment of Behaviorally Disturbed Young School Children* (OCD, DHEW, January 1971), which concerned hyperkinesis. Means by which DHEW client and constituent populations acquire information will be reported, with implications for improved public access to information.

C. W. Shilling, M.D., Biological Sciences Communication Project, George Washington University, 2001 S Street, N.W., Washington, D.C. 20009.
OCD-CB-95-E, 6/7/71-12/6/71, $42,416.

A Survey of the Literature on the Immediate and Long-Range Effects of Preschool Programs (Head Start)

A monograph will present a careful review of the literature on preschool programs in terms of comprehensive input and multiple expectations. Such a review would be expected to establish what is known with reasonable certainty and where the lacks in reliable information are. Findings could help program planners and future research efforts.

Marian B. Stearns, Ph. D., 3110 Octavia Street, San Francisco, Calif. 94123.
HEW-OS-7116, 9/70-6/71, $7,970.

Analysis and Report on Census Survey of Head Start Summer and Full-Year Programs (Head Start)

Since summer 1965, the Bureau of the Census has conducted questionnaire surveys of operating Head Start Programs. The data are analyzed by Census, and reports on these analyses are prepared by Miss Bates, of the Office of Child Development. FY70 information will be reported.

Barbara Bates, Office of Child Development, Research and Evaluation Division, P.O. Box 1182, Washington, D.C. 20013.
A-00-0003, 6/70-6/71, $192,000.

Head Start Test Collection (Head Start)

The Head Start collection contract supplements those activities of the ERIC for Tests by collecting and preparing abstracts on all standardized and experimental measures appropriate for use with children ages 0 through 9. Based on this collection, ETS will also prepare bibliographies, critical reviews, and state of the art papers on request.

S. D. Melville, Ph. D., Institutional Programs, Educational Testing Service, Princeton, N.J. 08540.
HEW-OS-70-167, 6/71-6/72, $24,735.

Eight Northern Pueblos CAP (Head Start)

Objectives are to produce for evaluation culturally-based curriculum materials for Indian preschool children.

Betty MacIntosh, Eight Northern Indian Pueblos Council, Rte. 1, Box 71, Santa Fe, N.M. 87501.
H-6899, 6/1/71-3/31/72, $750.

ADVOCACY—UTILIZATION

Development of a Method for Reporting Research Relating to Children at ERIC Clearinghouse on Early Childhood Education

Research Relating to Children, prepared by the Children's Bureau Clearinghouse from 1948–1970, has been incorporated into the operation of ERIC/ECE and will be evaluated in regard to its utility and role in relation to recent developments in information storage and retrieval systems.

Lilian G. Katz, Ph. D., ERIC, Clearinghouse on Early Childhood Education, University of Illinois, 805 West Pennsylvania Avenue, Urbana, Ill. 61801.

OCD–CB–02(C1), 7/1/71–6/30/72, $33,731.

Parent-Child Center Management Information Survey (Head Start)

This project will develop a Management Information System for 32 Parent and Child Center programs currently in operation. The first phase will detail information needs and findings and recommendations for one or more specific feasible plans for a Management Information System. The second phase will include the detailed design, development, implementation, and field test of the selected system or systems.

W. David Warner, Abt Associates, Inc., 55 Wheeler Street, Cambridge, Mass. 02138.

HEW–OS–71–175, 6/30/71–9/30/71, $25,272.

COGNITIVE AND PERSONALITY DEVELOPMENT

RESEARCH AND EVALUATION

A Special Facility for Child Development and Education

Project is a model of the kinds of educational and supportive services to children and families needed to foster optimum development. It includes age-graded educational programs from infancy through sixth grade level; a "community center" type of school for families in a target area; teacher-training program; training program for child care aides; adult education program for nonprofessionals; research program in child development and education; and a comprehensive array of supportive family services, including health, family life education, nutrition, and home management. Current research issues include effects of different types of early intervention on cognitive development between 8 and 36 months, strengthening of the affective side of the school curriculum, effectiveness of a language laboratory for three-year-olds, and naturalistic studies of children in a social setting.

Bettye M. Caldwell, Ph.D., Center for Early Development and Education, University of Arkansas, 814 Sherman Street, Little Rock, Ark. 72202.

SF–500(C2), 6/1/71–5/31/72, $450,813.

Social Class and The Development of Communication: Phase II

In this phase of the study an attempt is made to determine the cognitive-linguistic basis of the inferior performance of poverty children as compared to middle class children on assessment of the ability to process and communicate information about color, placement and number and to describe the ordinal hierarchies in the development of this ability. Similarly, the project will determine whether and to what degree this ability is related to the child's family structure.

J. McVicker Hunt, Ph.D., Department of Psychology, University of Illinois, Champaign, Ill. 61820.

OCD–CB–03(C1), 9/1/71–8/31/72, $69,906.

A Group Day Care Program for Culturally Deprived Children and Parents

This longitudinal study traces the development of a group of disadvantaged children through their formative preschool and early school years to estimate the contribution that might be made through the enrichment of the educational process as well through social services to the children and their families. The research objective for the present year concerns the testing of the experimental and comparison groups while in the fourth grade.

Ira H. Cisin, Ph.D., Social Research Group, The George Washington University, 2401 Virginia Avenue, N.W., Washington, D.C. 20006.

R–185(C6), 3/1/71–2/29/72, $76,714.

Bank Street Model for the Head Start Planned Variation Project (Head Start)

This project attempts to effect change in the areas of teacher behavior, child behavior, parent involvement, community involvement, health services offered, and institutional attitudes. Project will describe the interrelationship among the different components of the program in terms of the mutually reinforcing effects each component has on all the others as they are mapped together in the implementation process.

Elizabeth Gilkeson, Ph.D., Bank Street College of Education, 216 West 14th Street, New York, N.Y. 10011.

H-2995 A/H/O, 6/30/71–6/29/72, $11,958.

Disadvantaged Children and Their First School Experience (ETS Longitudinal Study) (Head Start)

A longitudinal study conducted in four sites is recording the development of disadvantaged children from age three and one-half through their first school experiences which may include Head Start and Follow-Through as well as regular primary school. The focus of the study in FY71 was shifted to an evaluation research mode.

Virginia Shipman, Ph.D., Educational Testing Service, Princeton, N.J. 08540.

HA-256, 8/20/70–8/19/71, $536,234.

Planned Variation: The Immediate and Long-term Effects of Different Curriculum Approaches in Head Start and Follow-Through (Head Start)

Planned variation began in the fall of 1968 with preparation for a study designed to determine the relative immediate effectiveness of different curriculum approaches in Head Start and the longer-term benefits of participation in a continued, well-planned curriculum in Head Start and Follow-Through. In the coming year the last wave of children will be evaluated, and immediate impact data will be analyzed and reported. A major effort to obtain complete longitudinal data collection and analyses with OE/Follow-Through will be undertaken.

Tor Meeland, Ph.D., Stanford Research Institute, Menlo Park, Calif. 94205.

HEW-OS-70-134, 6/71–9/72, $807,359.

Analysis of Three Years' Evaluations of the Immediate Effect of Head Start I: Research Triangle Institute (Head Start)

Analysis of three years of "common core" data of children in Head Start will be performed by the Research Triangle Institute.

George Dunteman, Ph.D., Research Triangle Institute, Research Park, N.C. 27709.

HEW-OS-70-207, 6/70–12/71, $27,033.

Analyses of Three Years' Evaluation of the Immediate Effect of Head Start II: Systems Development Corporation (Head Start)

Systems Development Corporation will be one of two independent contractors which will analyze three years of "common core" data of Head Start children.

John Coulson, Ph.D., Systems Development Corporation, 2500 Colorado Avenue, Santa Monica, Calif. 90406.

HEW-OS-70-168, 6/70–12/71, $42,362.

A Sequential Approach to Early Childhood and Elementary Education, Phase III (Head Start)

This will be the fourth year of a four year evaluation of Dr. Herbert Sprigle's Learning to Learn School in Jacksonville, Florida. The project is attempting, in the current year, to evaluate 1) whether group 4E (two years of preschool) will be developmentally superior to group 5E (one year of preschool) after each group has completed first grade and 2) whether at this time, the experimental groups are superior to their control groups.

Vernon Van de Riet, Ph.D., Department of Clinical Psychology, University of Florida, Jacksonville, Fla. 32601.

H-8222-C/H, 1/71–12/71, $46,701.

An Analysis of the Planned Variation Data, FY71 and Planning/Design of the Longitudinal Study (Head Start)

During the present year, tasks include careful planning of the longitudinal study with the development of alternative approaches to sampling based on examination of "moving away" attrition v. other sources of loss as well as the logic of the multicurriculum comparison, management of the design aspects of the third and last year of the Head Start phase with particular attention to control groups, analysis of FY70 and FY71 data, both immediate impact and longitudinal, and report preparation.

Marshall Smith, Ph.D., Huron Institute, 6 Wright Street, Cambridge, Mass. 02138.

H–1926, 6/71–6/72, $163,193.

ARVAC Head Start Research Project: An Assessment of the Effect of Social Class Composition on Rural Disadvantaged Children Attending Head Start Centers (Head Start)

Three experimental conditions, each of which consist of a specific ratio of advantaged to disadvantaged children, were compared to a control group consisting 100% of disadvantaged children. The FY72 study will address three approaches: 1) periodic analysis of the disadvantaged children who participated in the full-year study to ascertain developmental patterns over a two-year period; 2) analysis of the effect of mixture on the advantaged children in the program; and 3) planning of a full-scale replication of the present study for the 1972–73 year.

Clyde Reese, Ph.D., State College of Arkansas, Conway, Ark. 72032.

H–6902 A/H/O, 6/71–6/72, $14,783.

Supplementary Research on Responsive Model for Planned Variation Communities (Head Start)

Project will conduct more extensive evaluation of the process and effects of implementing the Responsive Model Planned Variation (RMPV) program during 1971–72, to provide a variety of information on implementation effects of Responsive Model procedures and outcome data of the effects.

Glen P. Nimnicht, Ph.D., Far West Laboratory for Educational Research and Development, 1476 Powell Street, Emeryville, Calif. 94704.

H–9788 A/H/O, 6/3/71–6/30/72, $10,618.

ADVOCACY—COORDINATION

Research Utilization and Information Sharing Project

In the first year, the Research Utilization and Information Sharing Project is functioning in consortium with the Society for the Study of Intervention to further the development and sharing of knowledge among professional researchers in the infant intervention field, and to relate agreed-upon knowledge to the problems of adolescent parenting. Knowledge is also utilized through conferences and consultations designed to upgrade the quality of existing group infant care/infant education programs for children of young parents and to promote the development of sound new ones.

Ira H. Cisin, Ph.D., Social Research Group, George Washington University, 2401 Virginia Avenue, N.W., Washington, D.C. 20006.

OCD–CB–101, 7/1/71–6/30/72, $76,677.

VULNERABLE CHILDREN—CHILD WELFARE, ADOPTION, FOSTER CARE, PROTECTIVE CARE

RESEARCH AND EVALUATION

Follow-up Study of Black Children Adopted by White Families

This study evaluates the outcome for child and family of adoptive placements of black children by white families, and identifies child, family, and community characteristics associated with successful outcome.

Ann W. Shyne, Ph.D., Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003.

OCD–CB–59, 9/1/71–8/31/72, $8,228.

MANPOWER

An Adolescent Program in Child Study and Work With Young Children

In this project adolescents are combining studies in child development with work in responsible roles and cross-age relationships with children. A set of multimedia materials and implementation strategies are being developed to integrate cross-age relationships and child study most effectively.

Peter B. Dow, M.A.T., Education Development Center, 15 Mifflin Place, Cambridge, Mass. 02138.

OCD-CB-33, 4/1/71-3/31/72, $364,895.

Organization, Recruitment and Education of Foster Parents

The Child Welfare League of America will help establish a National Foster Parent Association along with state and local units. It seeks to assist these organizations in various functions, some of which include education of the general public about foster parenting, the training of foster care workers, and the publication of guidelines for the development of foster parent associations.

Samuel P. Berman, M.S.W., Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003.

OCD-CB-60, 7/1/71-6/30/72, $93,520.

ADVOCACY—NEW SERVICES

Utilization of Subsidies to Increase Black Adoptions

The purpose of this project is to demonstrate methods of utilizing subsidies as one means of securing adoption for black children who would otherwise have no legal and permanent home of their own.

Mabel Vivian Hargrave, M.S.W., Illinois Department of Children and Family Services, 1026 South Damen, Chicago, Ill. 60612.

OCD-CB-71, 8/1/71-7/31/72, $129,277.

Comprhensive Emergency Services to Neglected-Dependent Children

The Metropolitan Nashville area will be provided with 24-hour emergency services to neglected and dependent children enabling them to remain in their own homes, or when removal is necessary, providing an orderly process for the child and his family and minimizing traumatic effects to the child.

Jeanne M. Bowman, M.S.S.W., Davidson County Office, Tennessee Department of Public Welfare, 1616 Church Street, Nashville, Tenn. 37203.

OCD-CB-91, 7/1/71-6/30/72, $218,363.

Children-In-Crisis

This 24-hour emergency social service directs itself to awareness, professional diagnosis and appropriate aid for the courses and consequences of the child and family faced with a traumatic situation.

Elizabeth E. Anglim, M.S.W., Children's Aid and Society for the Prevention of Cruelty to Children of Erie County, New York, 330 Delaware Avenue, Buffalo, N.Y. 14202.

OCD-CB-58, 9/1/71-8/31/72, $151,658.

ADVOCACY-UTILIZATION

Community Oriented Care in Children's Institutions

This project proposes to examine a systematic sampling of institutions responsible for the care and treatment of dependent and disturbed children. It will determine the factors crucial to institutional change in the direction of community oriented care, develop and test approaches to realizing planned changes, and evaluate the effectiveness of various approaches.

Audrey Lane, State Department of Family and Children Services, State Office Building, Atlanta, Ga. 30334.

OCD-CB-106, 7/1/71-6/30/72, $125,660.

Black Child Advocacy Adoption Project

Four components are initiated in the first year of this project: 1) a National Advisory Committee to plan and monitor projects in this area, 2) Regional Conferences held in selected cities to begin a coordinated planning effort, 3) informal placement of children to be studied, 4) exemplary agency practices to be identified for utilization in developing a demonstration model for dealing effectively with adoption of black children.

Herman Wilson, Black Child Development Institute, Inc., 1028 Connecticut Avenue, NW., Suite 514, Washington, D.C. 20036.

OCD-CB-77, 7/1/71-6/30/72, $70,470.

ADVOCACY-COORDINATION

Connecticut Child Advocacy Center

The Connecticut Child Welfare Association is developing a Child Advocacy Center for the State as a demonstration project to test methods and theories with the objectives of improving the quality of Connecticut's services to and for its children. The project is limited to the goal of promoting complete and coordinated services for the needs of children ages 0 to 7 years.

Jeanette Dille, M.S.W., Connecticut Child Welfare Association, P. O. Box 3007, New Haven, Conn. 06515.

OCD–CB–64, 7/1/71–6/30/72, $79,700.

Facilitation of Knowledge Utilization by Institutions for Child Development

This project will identify major advances in knowledge and exemplary practices bearing upon problems of child development which appear to be underutilized by most institutions working with children. It will also explore in depth, through reading and site visit, as well and under what conditions these practices are working out in their particular settings, and what the program staff think are the essential condition for their successful application in other settings.

E. M. Glaser, Ph.D., Human Interaction Research Institute, 10889 Wilshire Boulevard, Suite 610, Los Angeles, Calif. 90024.

OCD–CB–103, 8/1/71–7/31/72, $62,145.

Adoption Resource Exchange of North America (ARENA)

ARENA was established in 1967 to mobilize efforts toward adoptive placement of hard-to-place children. The research and the present program is addressed to analysis of legal and policy regulations that impede interstate adoption examination of the characteristics of children and families registered with ARENA, and computation of information on methods utilized in local communities to recruit adoptive homes for black children.

Clara J. Swan, M.S.W., Child Welfare League of America, 44 East 23rd Street, New York, N.Y. 10010.

OCD–CB–23, 7/1/71–6/30/72, $29,197.

MISCELLANEOUS

RESEARCH AND EVALUATION

The Urban Negro American in the Twentieth Century

Study examines historic roots of the current urban crisis by tracing Negro migration and adaptation to urban life. Planned monographs and books should provide a comprehensive picture of the Negro urban experience.

Jack Meltzer, M.A., Center for Urban Studies, University of Chicago, Chicago, Ill. 60637.

PR–1700(C2), 5/1/70–9/30/71, $71,250. (Grant period extended; no additional funds.)

Race, Environment, and Performance: A Re-Analysis

A small team of scientists are collaborating during the academic year 1971–1972 in preparing a monograph which will examine in a careful, balanced, and technically competent manner, all of the existing evidence bearing upon racial differences in performance.

Gardner Lindzey, Ph. D., Department of Psychology, University of Texas, Austin, Tex. 78712.

OCD–CB–46, 9/1/71–8/31/72, $52,123.

Detection and Remediation of Learning Disabilities (Model Cities)

Program will employ a series of remediation techniques in an intensive summer program for 30 school-age children diagnosed as having learning disabilities and in a fall-to-spring program for 30 preschool-age children diagnosed as having potential learning disabilities. Remediation activities will stress perceptual-motor integration and gross motor coordinations foundational to the acquisition of reading, writing, spelling, and language skills.

Leland P. Bechtel, Ph. D., Department of Psychology, Bates College, Lewiston, Me. 04240.

OCD–MC–06, 7/1/71–6/30/72, $83,943.

TABLE 1

CHILD WELFARE RESEARCH AND DEMONSTRATION PROJECTS (SECTION 426)
(F Y '71)

OCD STRUCTURE & FUNCTION		OCD CONTENT AREAS								
		DAY CARE	HEALTH	FAMILY DEVELOPMENT	ORGANIZATIONAL PROCESSES IN CH. PROG.S	INFORMATION UTILIZATION AND DISSEMINATION	COGNITIVE AND PERSONALITY DEVELOPMENT	VULNERABLE CHILDREN ADOPTION FOSTER CARE PROTECTIVE CARE	MISCELLANEOUS	TOTALS
ADVOCACY	COORDINATION	$136,154 4			$166,579 1		$76,677 1	$171,042 3	$106,199 1	$656,651 10
	UTILIZATION	$163,286 2		$73,380 1	$102,871 2	$33,731 1		$196,130 2		$569,398 8
	NEW SERVICES	$356,488 4	$72,460 1	$893,259 5	$111,260 2			$499,298 3		$1,932,765 15
MANPOWER		$83,908 3		$66,423 1				$458,415 2		$608,746 6
RESEARCH and EVALUATION		$381,134 3		$199,876 3	$242,437 4	$42,416 1	$597,433 3	$84,228 1	$184,916 3	$1,732,440 18
TOTALS		$1,120,970 16	$72,460 1	$1,232,938 10	$623,147 9	$76,147 2	$674,110 4	$1,409,113 11	$291,115 4	$5,500,000 57

Figures within each cell represent amount of funds expended and number of projects.

TABLE 2

HEAD START EVALUATION PROJECTS
(F Y '7 1)

	OCD CONTENT AREAS						
	DAY CARE	HEALTH	FAMILY DEVELOPMENT	ORGANIZATIONAL PROCESSES IN CHILDREN'S PROGRAMS	INFORMATION UTILIZATION AND DISSEMINATION	COGNITIVE AND PERSONALITY DEVELOPMENT	TOTALS
RESEARCH AND EVALUATION	$60,000 1	$137,750 1	$260,004 2	$5,159 1	$250,727 5	$1,660,241 9	$2,373,881 19

Figures within each cell represent amount of funds expended and number of projects.

REGIONAL ANALYSIS OF CHILD WELFARE RESEARCH AND DEMONSTRATION PROJECTS (SECTION 426) AND HEAD START EVALUATION PROJECTS
(F Y '7 1)

OCD PROGRAM AREAS

REGIONS	HEAD START EVALUATIONS		CHILD WELFARE RESEARCH AND DEMONSTRATION PROJECTS (SECTION 426)			REGION TOTALS
	CONTINUATIONS	NEW STARTS	MODEL CITIES DEMONSTRATIONS	RESEARCH AND DEMONSTRATIONS		
				CONTINUATIONS	NEW STARTS	
I	0	$188,465 / 2	$83,943 / 1	$541,830 / 3	$444,595 / 2	$1,258,833 / 8
II	$560,969 / 2	$240,916 / 2	$72,780 / 1	$453,948 / 2	$689,959 / 9	$2,018,572 / 16
III	$192,000 / 1	$197,750 / 2	$100,000 / 1	$76,714 / 1	$426,190 / 6	$992,654 / 11
IV	$73,734 / 2	0	$262,533 / 4	$10,693 / 1	$438,838 / 5	$785,798 / 12
V	0	0	$72,460 / 1	$197,191 / 4	$145,155 / 2	$414,806 / 7
VI	$14,783 / 1	$750 / 1	$101,139 / 3	$517,236 / 2	0	$633,908 / 7
VII	0	0	0	0	0	0
VIII	0	0	0	0	0	0
IX	$849,721 / 2	$49,634 / 3	$71,501 / 1	$146,401 / 2	$398,030 / 3	$1,515,287 / 11
X	0	$5,159 / 1	$60,361 / 1	$82,304 / 1	$106,199 / 1	$254,023 / 4
PROG. TOT.	$1,691,207 / 8	$682,674 / 11	$824,717 / 13	$2,026,317 / 16	$2,648,966 / 28	$7,873,881 / 76
	$2,373,881 / 19		$5,500,000 / 57			

Figures within each cell represent amount of funds expended and number of projects.

67-562 O - 71 - 13

CHILD WELFARE RESEARCH AND DEMONSTRATION PROJECTS (SECTION 426)
(FY '71)

TOTAL AMOUNT = $5,500,000

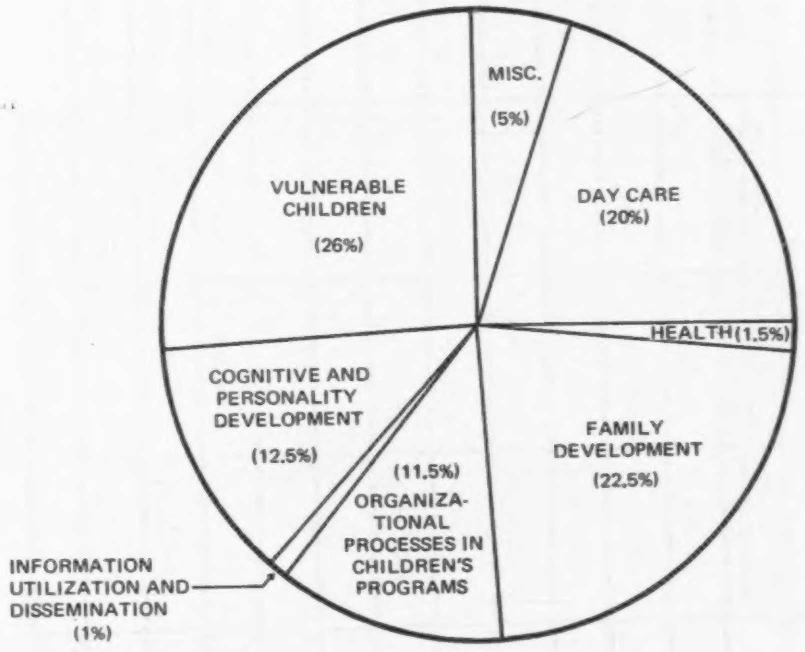

Chart 1

HEAD START EVALUATION PROJECTS
(FY '71)

TOTAL AMOUNT = $2,373,881

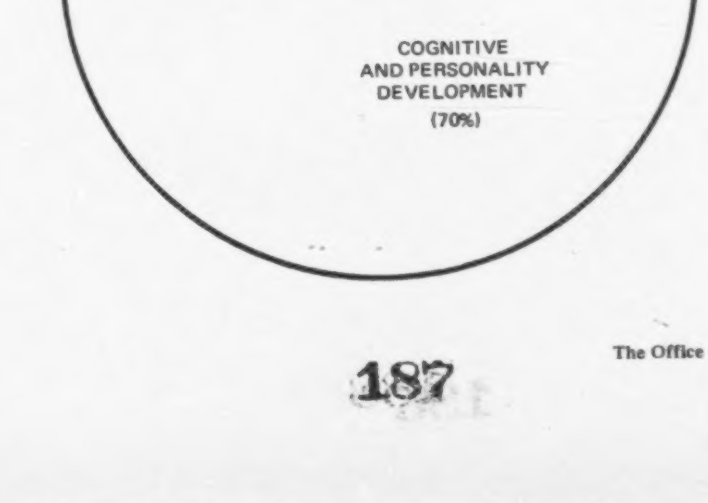

Chart 2

The Office of Child Development

BENEFICIARIES OF THE OFFICE OF CHILD DEVELOPMENT'S FY'71 RESEARCH AND DEMONSTRATION EFFORT BY AGE

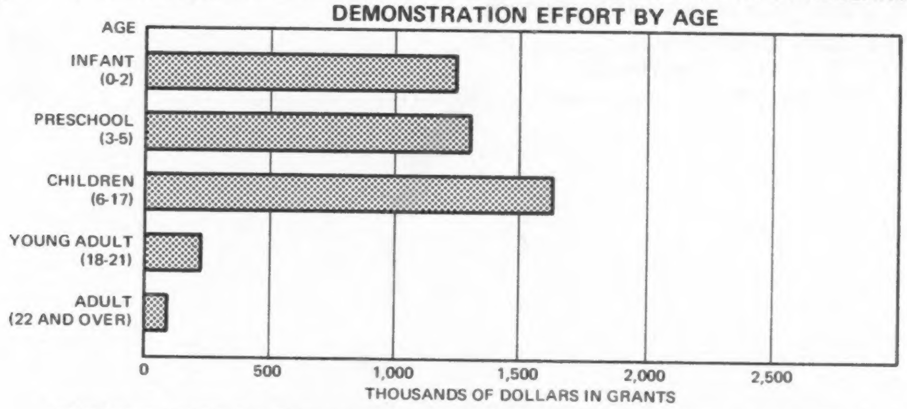

Chart 3

BENEFICIARIES OF THE OFFICE OF CHILD DEVELOPMENT'S FY '71 RESEARCH AND DEMONSTRATION EFFORT BY ETHNIC GROUP

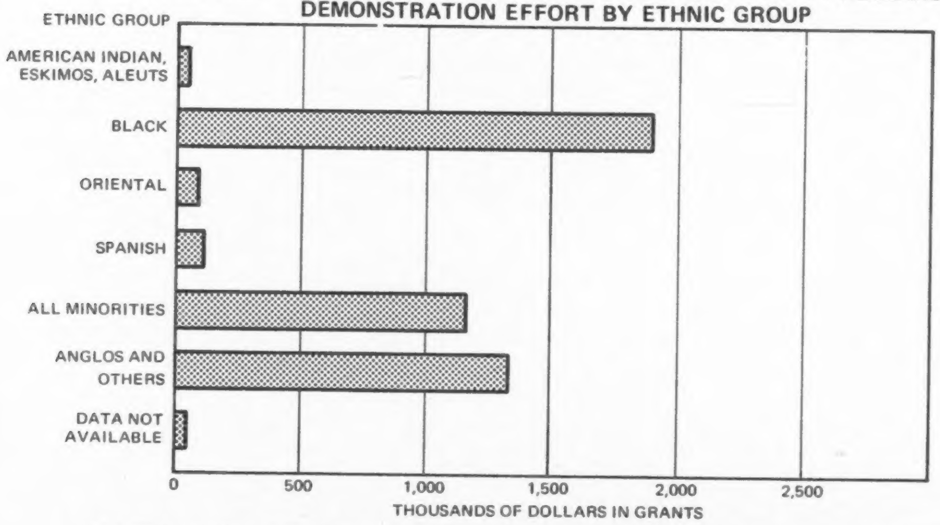

Chart 4

BENEFICIARIES OF THE OFFICE OF CHILD DEVELOPMENT'S FY'71 RESEARCH AND DEMONSTRATION EFFORT BY FAMILY INCOME GROUP

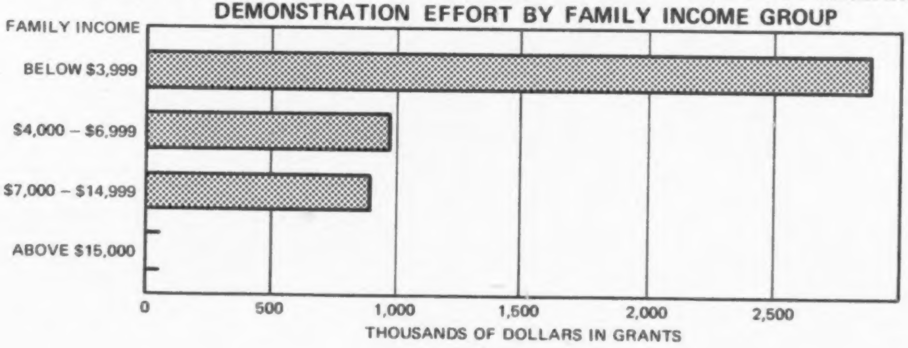

Chart 5

The Office of Child Development

NOTE.—The complete volume of abstracts is in the committee files. Reproduced here are abstracts of those projects and studies directly related to child care. The following agency codes are used:

Office of Child Development	201
Office of Economic Opportunity	301 and 302
Office of Education	485

Agency number 201

Project number 00001

Grant, program or project ID number PR-156

Grant, program or project title Development of a Day Care Center for Young Children

Resume:

Problem: the fact that after poor children leave most intervention programs their level of functioning, particularly as measured on cognitive tests, falls back toward the level of children from similar life situations who have not participated in enrichment programs

The major objective of this program is to provide experiences for young children and their families which will foster in the child maximal cognitive and psycho-social functioning during the time which he is associated with the program and throughout his later life. Additional goals are to gain more specific knowledge about the development of the young child, to increase our knowledge of the home life of the population, and to select and create appropriate materials and tools by which we can accomplish our previously stated goals.

It is important to emphasize the long range goal of continued functioning throughout the child's later life. We plan to give the disadvantaged children who are members of the Children's Center family every possible chance for successful functioning in later life and we plan to do this by providing a continuing program with an attempt to integrate the child's experiences at home, in the children's Center, and at school toward this purpose.

Major Hypothesis: Experimental children who were in the combined home visit/center program will show less of a developmental regression than either those children who were only in the center program or disadvantaged children who were never in attendance in the program. That is, experimental children who graduate from this program.

a. will drop less in score on developmental tests.
b. will compare more favorably to national norms on school tests.

Sample and Evaluative Design:

A) The sample includes families with first or second born children or families expecting their first or second child.
All the newly selected families fit the following definition of disadvantaged:

1. Family income of $5,000 or less.
2. Mother with less than a high school education.
3. Mother with no work history or an unskilled or semi-skilled work history.
4. Father with high school education or less if he is living in the home.

Families of new-borns come from the same disadvantaged population,

Agency number 201

Project number 00001

Grant, program or project ID number

Grant, program or project title Development of a Day Care Center for Young Children

Resume: (Continuation)

but in addition their children must have a normal birth defined as follows:

1. Birth weight -- 5 lbs. or more.
2. No Caesarian sections -- primary or secondary with complications.
3. No severe toxemia.
4. No difficult forceps delivery
5. No post-birth complications.

The families of older children who have previously attended the center come from mixed cultural-social backgrounds, and contain different nunbers of males and females from different races. They will be used as a contrast group in the study of the problem of developmental score regression upon cessation of intervention.

B) Developmental growth will be charted and standard scores will be used to permit comparison of the various developmental tests at the different age levels. Children will be compared as they move through the Center with matched controls.

Expected Final Results: Families will have a greater understanding and ability to deal with the nutritional, health, cognitive and affective needs of their children. The child care program used at the Center will be disseminated to other centers. Program materials and research instruments will be developed which will help enrich and assess early development.

Agency number 201

Project number 00002

Grant, program or project ID number D-256

Grant, program or project title Group Care of Infants - Phase II

Resume:

General Problem to which project addresses itself: In this country today scores of thousands of children in infancy and toddlerhood are being reared for large portions of the day by persons not their own mothers. Trends clearly indicate that increasingly this will be the pattern in future. Demonstration/research projects are urgently needed that produce information about how to protect and enhance the development of these children and how to improve the quality of mothering they receive. The major objectives of the project include: 1) the production of interpretive materials for the communications media that define/describe quality programs for infants and toddlers; 2) the production of educational materials for paraprofessionals receiving training in care-giving for infants and toddlers; and 3) the evaluation of the development of infants in group care in relation to a comparison group in day care homes.

Major Hypothesis: That infants and toddlers in a quality program of group care will progress developmentally more satisfactorily than children in day home care; there will be small but significant differences in intelligence, motor, and social development, with Center children performing at a higher level than Day Home children.

Sample. Evaluative Design: Babies cared for in a Demonstration Nursery Center are individually matched with babies in Day Care Homes on the basis of age, sex, race, birth order, and age and education of parents. Dependent variables include: measures of mental/motor development (Bayley Infant Development Scales and Stanford-Binet), of social development (Vineland Social Maturity Scale and Preschool Attainment Record), and of Physical health and growth (daily health records, clinical examinations by the project pediatrician). Schedule of above measurements: three month intervals during infant's first year, six month intervals until three to four years of age. Independent variable treatments being Center care and Day Home care.

Expected Final Results. Possible Application: Educational materials presently available for training caretakers of "other mothers' babies" meet only partially the tremendous need apparent in the country today. There are many misconceptions about what constitutes quality care and education for infants and toddlers. The contention that day home care is superior to group care for the child under two years has not been systematically evaluated. The present project is an effort to remedy these lacks and to meet needs that are crucial to planning and implementing programs for children under two. It will have application nationwide, wherever agencies and individuals are concerned with out-of-home care of very young children.

Agency number 201

Project number 00003

Grant, program or project ID number PR-900

Grant, program or project title Program in Child Welfare Research

Resume: This interdisciplinary service-centered investigation of the development of disadvantaged children will, in 1970, report the findings of the pilot study of 15 month - 4-year-old children which began in October, 1967. One of the main objectives of the pilot study has been the refinement of methods of study, collaborative work and delivery of services in order to enhance the productiveness of the main study which began in November, 1968. Since that time 18 families about to have their firstborn child have been admitted to the main study and 7 more will be added. These are one and two-parent families, families on AFDC, economically and experientially disadvantaged and all living in New Haven slums. The very detailed studies of the children and their parents have two major aims: 1) to document and study the effectiveness of the medical, social, educational and day care services provided, and 2) to study closely the development of this group of children, comparing them with each other and with a control group. An earlier plan to follow the children to age 7 years and to include residential and foster home groups has been modified in favor of this shorter in-depth study.

Agency number 201

Project number 00004

Grant, program or project ID number OCD-CB-06

Grant, program or project title Infancy Research in a Day-Care Setting

Resume:

This one-year project will formulate a research plan appropriate to the development of a child care program for young, low income mothers. Relevant to the planning year is a short term longitudinal study of mother-infant interaction. In this study, 38 low income mother-infant pairs are observed in the home. Infants were 10-11 months of age at the beginning of the study, and will be 18-19 months of age when the study is completed. Of particular interest in this study are modes of mother-child exchange that involve direct social contact, contact mediated by objects and contact mediated by language. The identification and measurement of these categories of interaction are relevant to the kinds of stimulation that would be built into "infant curricula" to be used in the day care and adult training program currently being planned.

Agency number 201

Project number 00005

Grant, program or project ID number R-185

Grant, program or project title A Group Day Care Program for Culturally Deprived Children and Parents

Resume:

The problem is to counteract the cumulative retardation in school achievement that adds to the disadvantages suffered by children who grow up in poverty. The project is trying to discover whether a traditional nursery school program, followed by three years in an enriched school situation, will help to prevent or diminish the difficulties of such children with regard to school achievement.

The hypothesis is that a traditional nursery school program, plus involvement of the parents, would help to achieve the desired purpose.

The sample consists of 30 children (16 girls, 14 boys) recruited at age three from a very low-income area populated almost exclusively by Negroes, and selected randomly from a "pool" obtained by house-to-house canvass. A similarly selected comparison group includes 66 children (35 girls, 31 boys). A number of psychological tests were administered at the outset (1964) and yearly through 1969. Another round of testing is planned for the end of the school year in 1971. These will be analyzed in conjunction with school grades and tests, and information obtained through periodic interviews with the families of experimental and comparison group children.

The hoped-for result of the program is that children who experienced a five-year enrichment program will perform better in their school work than children who did not; and that this more adequate school achievement will lead in turn to more satisfactory life experiences and fuller development of their potentials than is probable in our society without adequate schooling. A corollary hope is that their families will also benefit by the social and health services made available to them through the program, and by efforts to involve the parents in the education of their children.

Regardless of the extent to which these hopes are fulfilled, it is expected that analysis of the program results, and of periodic interviews with the families, will give clues to ways of improving early school enrichment programs and of making them effective on a large scale as well as in small pilot projects.

Agency number 201

Project number 00006

Grant, program or project ID number R-219

Grant, program or project title Assessment of Child Rearing Environments

Resume:

The over-all goal of this research is to develop a classificatory scheme for evaluating and comparing environmental variables in group care and home care settings inhabited by children of nursery age.

Our primary interest will be an ecological analysis of the setting and observations of children's modes of utilizing it. A comparative analysis will be conducted in the homes of selected families whose children attend the group program.

We hypothesize that there will be marked differences among environments in 1) the range of behavior, 2) origin of instigation of activity segments, 3) duration of focus, 4) complexity of behavior, and 5) mode of behavior.

The sample will consist of 80 children selected from 10 centers (five using a teacher-directed format, five using a free choice format). Equal numbers of boys and girls will be selected. One-half will be nominated by teachers as easy, thriving, one-half as difficult, not thriving. Each child will be observed for 160 minutes. A minimum of 20 children will be observed in their own homes.

An expected objective of this study is to identify sources of structure or dimensions in environments for young children which are helpful in assessing their pertinence, richness, and adequacy, and which also predict the environment's usefulness for immediate adaptation and for future growth of children with diverse developmental and social histories.

Specifically, we anticipate the development of an inventory for assessing the environment offered by nursery schools and group day care centers in which placement of children with deviant behavior might be considered.

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Agency number 201

Project number 00007

Grant, program or project ID number R-287

Grant, program or project title Field Study of the Neighborhood Family Day Care System

Resume:

General Problem: The Field Study focuses on the problem of discontinuity of care in private family day care arrangements and on how neighborhood intervention can stabilize and enrich neighborhood child care situations. The Field Study has two components.

a) One is a service component known as the Day Care Neighbor Service which was designed as an indirect method of intervening at the neighborhood level to develop family day care resources and to facilitate the processes by which working mothers make satisfactory family day care arrangements.

b) The research component is investigating the social processes by which family day care arrangements of different types are made, maintained, and discontinued. The primary aim is to discover the sources of continuity and discontinuity for different types of arrangements.

Major Hypotheses: a) The demonstration hypothesis for the Day Care Neighbor Service was that the service could successfully perform information and referral, recruitment, matchmaking, and arrangement-maintenance functions that would be widely used by neighborhood women making day care arrangement.

b) The major research hypothesis is that continuity of the family day care arrangement can be predicted from the circumstances, attitudes, and social interaction behaviors of mothers and sitters. There are specific predictions about the conditions under which sources of satisfaction, dissatisfaction and discontinuity will be found for different types of mothers and sitters.

Description of Sample and Research Method: a) A two year demonstration of the Day Care Neighbor Service involved 589 requests from day care users and 272 requests from day care givers. b) Pilot study interview data from 146 working mothers and 106 caregivers were factor analyzed for scale development. Then a panel study was conducted which involved 180 arrangements. 131 mother-sitter pairs were followed for a longitudinal study of one arrangement involving independent parallel interviews with mothers and sitters at three time periods. All samples of the Field Study have been predominantly white respondents, the socioeconomic levels have included a wide range, and the median duration of arrangements have ranged from one year for the pilot study to three months for the panel study, and one month for the Day Care Neighbor Service.

Agency number 201

Project number 00007

Grant, program or project ID number R-287

Grant, program or project title Field Study of the Neighborhood Family Day Care System

Resume: (Continuation)

Expected Results: a) It was successfully demonstrated that the Day Care Neighbor Service can provide consultation to a network of neighborhood women who can sustain an active matchmaking activity. One consultant, working with 15 day care neighbors, can reach indirectly the child care situations of approximately 900 children in the course of a year. Problems in utilization of the service are currently being studied.
b) Data collection has been completed and a two-year period of data analysis and reporting is planned which will result in a series of reports: a description of change processes within the family day care arrangement, an assessment of extrinsic circumstances vs. the dissatisfaction processes as determinants of discontinuity, and a theory of the types of family day care arrangements. Implications for social policy and day care intervention programs will be developed from the Field Study's basic research on neighborhood day care behavior.

Agency number 201

Project number 00008

Grant, program or project ID number SF-500

Grant, program or project title A Special Facility for Child Development and Education

Resume:

This Special Facility has permitted the establishment of a program of preschool education linked with elementary education in a program that includes research, training, and the dissemination of information about child development and education. Jointly sponsored by the University of Arkansas and the Little Rock School District, the Facility has three major divisions: Education, Research, and Family Service. During its first three months of operation a preschool program for 54 children in the three-to-five age range has been established, and baseline data on their achievement and social development have been collected. Within the next few months a program combining short-term direct teaching of infants and mothers plus home visits to parents will be added to complete the preschool phase of the program. In-service training for 9 teaching paraprofessionals is provided on a continuing basis.

Plans for the elementary school will be formulated during the next few months and made operational during the 1970-71 school year. The emphasis will be upon individualized instruction offered in a nongraded format throughout the entire preschool-elementary complex. A comprehensive health program for the children will begin in the fall of 1970. Also during the next grant year research into factors which either impedefor support development will be intensified.

Agency number 201

Project number 00010

Grant, program or project ID number OCD-CB-10

Grant, program or project title Community Family Day Care Project

Resume: This project, located in a racially mixed, low-income area of Pasadena, has been established to determine means by which neighborhood family day care programs may be supported and made more effective for young children and their families.

Pacific Oaks College has hypothesized that a small, personal neighborhood family day care program might provide a setting that will best meet the needs of infants and young children and their working families. Since family day care is the most used method of providing out-of home care for children of working mothers, we are learning how services are rendered and developing concrete ideas and concepts that may support the family day care mothers and their programs.

Of the sixty family day care mothers contacted, we have hired twenty as consultants to our project to help identify areas of strengths, needs and problems. In addition, the family day care mothers provide in their home, field supervision for six Pacific Oaks students. One day a month the family day care mother teaches the student in her home and on a second day the student cares for her children, while she attends a meeting at our Center (five mothers attend each week). Our staff has maintained a process record of each transaction within the project, on a daily basis.

We plan to compile a handbook of practical ideas and concepts that our consultants have found useful for small family day care programs and that may be helpful in other areas of the country. In addition, we will attempt to develop a report identifying the critical variables in neighborhood family day care programs.

Agency number 201

Project number 00011

Grant, program or project ID number OCD-CB-09

Grant, program or project title Project ACT: Adolescents in Child Training

Resume: Through the study of and involvement with young children, this project is intended to develop in high school students better understanding of human development, to better prepare them for roles as future parents, and to teach skills which will enable them to secure employment in the rapidly expanding child care field. Under the guidance of professional teachers of child development, kindergarten programs, established in each of two Little Rock public high schools, will provide a laboratory in which adolescents observe, study, and work directly with young children. There are three major aspects of this project: a) to provide a program of supervised and directed observation in kindergarten classrooms for high school students who elect the course"Adult Living," in addition to 18 weeks of classwork in the study of human development and the family, with special emphasis on child development; b) to develop a diversified occupation program in child care which will permit students enrolled in the regular high school academic program for one-half of each school day to receive gainful employment and on-the-job training in a model child care program; and c) to establish two full-day kindergarten programs consisting of an organized balance of teacher-initiated and child-initiated activities in communities where day care is much needed.

The program began in mid-September with two kindergartens enrolling 40 five-year-olds and involving intensively 25 teenagers. These teenagers are eleventh and twelfth grade students: eight are diversified occupation students who work in the kindergarten 20 hours per week; 12 are enrolled in a Child Development course and assist in the kindergarten five hours per week. Two-hundred-eighty twelfth grade students in one high school and 70 in the other school will spend from four to eight hours each during the school year in directed and supervised observation of children enrolled in the kindergarten program as a part of their course in "Adult Living."

Agency number 302

Project number 00001

Grant, program or project ID number B00-5166

Grant, program or project title Day Care Survey and Analysis

Resume:

Major Objectives: Survey of existing day care programs and facilities and an assessment of the nature and extent of national needs for day care services.

Results: The comprehensive survey which will (1) develop a compendium of information on Federal day care financial assistance programs, state licensing practices, and notable State and local programs, (2) undertake six indepth local community case studies, (3) survey local day care programs representing a variety of financial support patterns and types of programs, (4) survey users and non-users of day care, and (5) and make projections of national needs for day care.

Major Components: Development of a compendium on Federal day care financial assistance programs, state licensing practices, and notable State and local programs; six in-depth community case studies; report on local day care programs, day care users and non-users; projection of national day care needs.

Agency number 302

Project number 00002

Grant, program or project ID number

Grant, program or project title State of the Arts Study

Resume:

Major Objectives: To organize what is already known about pre-school day care in one document.

Results: State of The Arts Study will result in a book designed to organize what is already known about pre-school day care; the study will cover child development needs; program content; auxiliary services; teacher-child-parent-program interactions; problems of physical facilities, financing, and administration; and measurement and evaluation.

Major Components: Chapters in the book will deal with program content, auxiliary services, physical facilities, financing administration, measurement and evaluation, etc.

Agency number 302

Project number 00003

Grant, program or project ID number A00-0038

Grant, program or project title Day Care Workshop

Resume:

Major Objectives: Conduct a two-week workshop during which early childhood experts produce a series of publications on curriculum models for chold care.

Results: The workshop has resulted in a series of publications and audio-visual materials on 1) effective curriculum models for use in FAP and other Federally funded day care programs, 2) principals for the operation of child care programs, 3) policy critieria for utilization of day care services, 4) methods of training child care personnel.

Major Components: The two week workshop; materials on effective curriculum models for Federal funded day care programs; training method of child care personnel; principals for operating child care programs.

Agency number 302

Project number 00004

Grant, program or project ID number B))-5121

Grant, program or project title Policy Studies Group

Resume:

Major Objectives: Establishment of a Day Care Policy Studies Group in order to analyze by policy issues related to Federal day care assistance programs affecting poor people.

Results: Policy papers on such is users as: "Benefit/Cost Analysis of Day Care Programs under FAP," "Pending Federal Legislation Pertaining to Day Care," "The Public's Opinion of Day Care Programs," etc.

Major Components: Establishment of a Day Care Policy Studies Group, policy papers on child care issues relating to Federal child care programs.

Agency number 302

Project number 00005

Grant, program or project ID number BOO-5213

Grant, program or project title Evaluation of Exemplary Day Care Centers

Resume:

Major Objectives: To qualitatively assess approximately forty day care centers to identify a range of quality models of day care centers.

Results: A qualitative assessment of approximately forty day care centers to identify a range of quality models of day care centers and assess the impact that these quality centers have on children, their mothers and families.

Major Components: Descriptive assessments of the model day care centers.

Agency number 302

Project number 00006

Grant, program or project ID number AOO-0042

Grant, program or project title Model Family Assistance Plan-Child Care Service System

Resume:

Major Objectives: Simulation of the proposed Family Assistance Plan in order to resolve the many problems attending the integration of FAPwwith the State programs to have a model Federal-State agreement available to serve as a basis for future discussions with various states.

Results: A model Federal-State agreement available to serve as a basis for future discussions with various states.

Major Components: Simulation of the Proposed Family Assistance Plan; model Federal-State agreement.

Agency number 302

Project number 00007

Grant, program or project ID number CG-1081

Grant, program or project title Impact Feasibility/Design Study

Resume:

Major Objective: Determine the feasibility of and formulate an appropriate demonstration design for an Impact Demonstration to simulate comprehensive Federally-supported day care in two communities using an entitlement system in one and a project grant system in the other.

Results: A feasibility study of an Impact Demonstration and an appropriate design for the demonstration.

Major Components: The feasibility study and demonstration design.

Agency number 3022

Project number 00008

Grant, program or project ID number BOO-5109

Grant, program or project title Evaluation of National Capitol Area Day Care Center Reading Project

Resume:

Major Objective: Evaluate the effectiveness of programmed instructional techniques on reading and cognitive development on the day care center population by the comparison of phonics, ITA and Computer Assisted Instruction (CAI) methods of instruction and the cost effectiveness of these approaches within the program.

Results: Measures for evaluating reading and cognitive development evaluation of the effectiveness of programmed instructional techniques.

Major Components: The evaluation.

Agency number 485

Project number 00001

Grant, program or project ID number 1038

Grant, program or project title **Penn Valley Day Care Project**

Resume:

The Penn Valley Day Care Project is designed to train low income residents of the Model Cities areas of Kansas City, Missouri, in Day Care Center operation and management. The program is so designed as to allow maximum flexibility to such residents in enrollment and entrance requirements, drop in, drop out course sequences without loss of credit or standing, coordinated education and career progression, transferability of credit in the event of changes in vocational interests or change in residence, job placement upon completion of any block of training, and offers upon completion of the entire program an Associate of Arts degree in Nursery School - Operation and Management.

We feel this program has sufficient merit to justify its inclusion in the regular vocational offerings of the college and will be so designated in subsequent years.

Agency number 485

Project number 00002

Grant, program or project ID number 1033

Grant, program or project title Child Care Instructional Program

Resume:

Genesee Community Junior College, in cooperation with the local office of COMPACT and the local Child Care Committee, will conduct an inservice training program for 80 women currently employed in child care centers in Flint and Genesee County.

Objectives of the project are:

To upgrade standards for child care workers through better training;

To plan, coordinate and encourage the educational development of child care workers, especially those aides working outside an institutional framework, with low educational backgrounds;

To encourage a better use of aides in classrooms;

To develop a better understanding of the role of aides by teachers using their services;

To offer the educational linkage necessary for the development of educational career ladders in agencies offering child care services.

In a planning phase, an inventory of student needs and resources to meet these needs will be produced, after which a detailed syllabus will be developed for a subsequent operational phase. The inventory will be accomplished through visits of existing child care centers, meetings with prospective students, conferences with directors of child care facilities, meetings with prospective resource persons in the community and the state and conferences with other community agencies.

The operational phase will consist of four six-week classes meeting two hours a week. It is expected that child care agencies in the area will send a total of 20 students to each of the four classes.

Attempt will be made to encourage aides to continue their educational development to the college-level one- or two-year certificate level and the B.A. degree.

They are developing goals as they work with the trainees. Every four months they send us their measurable behavioral objectives for that next quarter.

Agency number 485

Project number 00003

Grant, program or project ID number 1069

Grant, program or project title Short Term Training Institute for Day-Care Mothers

Resume:

The Short Term Training Institute for Home Day-Care Mothers as described in this request for funds is designed to improve the quality of day care provided for children in day-care homes.

From the 4,200 licensed day-care mothers in the state of Washington a total of 50 will be selected as participants in the institute. Training sessions will be held in both an urban and rural area with 25 trainees selected for each site.

The Federal Interagency Day-Care Requirements are mandatory for all federally-funded child-care agencies; thus day-care mothers who care for children whose fees are paid by federal funds are covered by these requirements. It is the aim of this project to demonstrate that these requirements are realistically attainable in a day-care home and to implement a training program that is effective in helping trainees to meet the Federal Interagency Day-Care Requirements.

The training program in each locality includes a three-day institute followed by three one-day workshops. The institutes, entitled "Serving Young Children and Their Families Through Home Day Care" will include interpretation of the Federal Interagency Day-Care Requirements, methods for implementing an educational program for children, and maintenence of a safe and healthy environment in the day-care home. The one-day workshops will focus upon helping trainees evaluate their programs and the effectiveness of the Institute sessions.

Training sessions in both the institutes and workshops will follow an eight-hour-a-day format for a total of 48 training hours. Instructional staff will include four specialists in early childhood education and ten consultants from the health/medical field, psychology, nutrition and law.

A training program such as the one proposed is only a beginning step in the day-care mother's education. It will be important that trainees finish the program with a firm resolve to continue learning about young children--how they grow, how they respond, and the adult's role in fostering that growth.

Have 25 trainees. Training only in Seattle-dropped the rural component. Too difficult to mount in terms of money, personnel & the logistics of getting over the mts. to the area they had hoped to use.

Agency number 485

Project number 00004

Grant, program or project ID number 1055

Grant, program or project title State Interagency 4-C Manpower Training Project

Resume:

The purpose of this proposal is to determine how much and what kinds of training are needed by entry personnel, paraprofessionals, professionals and supervisors to serve in Day Care and Education Centers in rural and urban areas of Pennsylvania. The proposal is conceptualized as a two-pilot program. The rural pilot will be the Appalachian tri-county area of Lackawanna, Luzerne and Wyoming counties. The sponsoring institution is Marywood College School of Social Work. The urban pilot will be the urban centers of Philadelphia, Chester and West Chester, Pennsylvania. The sponsoring institutions are Temple Un., Philadelphia and the state college at West Chester, Pennsylvania.

The general program design is based on four assumptions. First, that pilot programs have state-wide application. Secondly, that a model career ladder, open at the entry level and moving to supervisor, is important. Thirdly, that movement along this career ladder should provide for horizontal as well as vertical movement between pre-school centers run by different agencies. Fourth, that pilot programs include appropriate training for personnel equipped to deal with children from 18 months to plus 5 years of age.

In both pilots, training is at fourlevels; entry personnel, paraprofessionals, professionals and supervisors. Training is divided not only by levels, but also by phases. Phase I, for all levels, is a 30 hour seminar between January and May, 1970 on a college campus. Topics will include learning theory, nutrition, health and safety. Some observation of, and participation in, actual child care learning will be a part of this initial phase. Each college has a different orientation. One will stress social learning, one will stress cognitive learnings, and one will stress child development.-

Agency number 485

Project number 00005

Grant, program or project ID number 1031

Grant, program or project title Pre-Professional Day Care Training Institute

Resume:

The project is designed to help low income mothers develop an area of competence so that they will be able to find meaningful employment in today's complex society. The Institute will provide selected mothers with a unique educational experience using a social system model (their family, their classroom, their child care center, and their larger community) for the purpose of developing their individual competence as workers in existing child care centers and those projected in the immediate future.

The Institute will help develop a mother with untutored child care experience into a preprofessional capable of the first steps in understanding of the dynamics of children in a day care center. She would be able to work as a preprofessional in that center. She will be encouraged to develop a sense of dignity and self-worth in the learning experience.

There will be four different learning environments or small social systems. The first will be the learning center in the community where a staff of varied expertise (sociologist, psychologist, educationalist, social worker, etc.) will offer three different courses: Human Growth & Development, Family Dynamics, Day Care Center as a Social System.

The second setting will be the preprofessional's home environment where the child development specialist (Salem State College Student), preprofessional, and children experience an environment of learning to live and work together.

The third setting will be four Group Dynamic Seminars (fourth course). The preprofessional trainees will get away from the family and organize into small groups for the purpose of analyzing the "here and now" as they perceive themselves and others in close interpersonal relations; and experience themselves as innovators and planners of change in the community. In this setting a team of trainers will assess their growth at the beginning, middle, and at the end of the Institute.

The fourth learning environment is an on-going field placement (fifth course). The preprofessional trainees will be using the personal and professional skills developed under the guidance of a master day care teacher.

Each of the above settings will contain within it a method of continuous evaluation. The content of preprofessionals' verbalizations (logs, tapes, self-description, courses) and interactions will be analyzed by Interaction Process Analysis and a computer system called the General Inquirer. Progress reports will be available in the form of computer print-outs that will reflect change in individual and group on-going social systems.

Agency number 485

Project number 00006

Grant, program or project ID number 1007

Grant, program or project title A Program for Effective Leadership in Day Care

Resume:

This project is designed to develop more effective leadership qualities in twenty participants concerned with providing and maintaining standards for day care in Los Angeles County. These participants will form a heterogeneous group representing diversified aspects of group care for children in a large urban area. Included will be representatives from public, non-profit and proprietary day care facilities whose populations are drawn from various cultural and ethnic groups.

The format will incorporate two intensive three-week institutes with an on-going seminar throughout the 1970-71 academic year. This design allows the participants time for integration and re-inforcement of learning.

Planning for this project has been a joint effort by representatives of the Los Angeles day care community, the 4-C's Steering Committee, members of Reiss-Davis Child Study Center and college faculty of the Center for Early Education.

This program is expected to provide an opportunity for participants to evaluate their own leadership abilities and to offer appropriate experiences to stimulate further growth. Information obtained from an evaluation of the results of this project will be used by the Center for Early Education as a basis for a model curriculum for day care teachers and aides that will be offered in the academic year 1971-72

Agency number 485

Project number 00007

Grant, program or project ID number 1010

Grant, program or project title A Program to Provide for Coordination of Training of Workers in Early Childhood Education

Resume:

This is joint proposal from the Colorado Department of Education and the Metropolitan Denver Child Care Association, designated agency for implementing community coordinated child care (4-C program) in Denver. Proposed is a 3 year program for training personnel in early childhood education, and for coordination and development of training resources in Metropolitan Denver.

JUSTIFICATION

The present shortage of well-trained personnel will become more acute as child care programs are expanded to meet the demands of the Work Incentive Program for AFDC mothers as well as for increasing numbers of other working women. There is need for: financial aid for low income persons to take training; cooperative planning for training; more training programs; definition of job positions, progressions, and training requirements for persons seeking careers in the field.

OBJECTIVES

The first year program will:

1. Train 50 persons to provide quality care for children in family or group day care homes; 10 persons in teaching and supervisory skills; 20 persons for work with children in homes and/or centers.
2. Produce a coordinated plan for training workers in early childhood education in Metropolitan Denver.
3. Develop additional and more effective training through innovative use of existing resources.
4. Develop a career ladder for early childhood workers and offer career direction to low income persons.

Agency number 485

Project number 00008

Grant, program or project ID number 1073

Grant, program or project title Wisconsin 4-C Pilot Training Project

Resume:

The two Wisconsin communities in which its major cities of Milwaukee and Madison are located have been designated as pilot 4-C communities, and are attempting to develop expanded, comprehensive, coordinated child care services. The success of these 4-C programs is by no means assured for a number of reasons; the most important of which is the lack of knowledge of child care teacher-directors, teachers and aides of means of relating their program efforts to other child care efforts and to the interests of the larger community. The purpose of this project is to improve this situation in order that children in the two communities may have excellent child care opportunities.

Objectives of the 4-C Training Project are:

1. To create awareness among 4-C early childhood program teacher-directors, teachers and aides of the opportunities available to them to expand and improve child care services through a coordinated approach involving expanded use of community resources, and to create an interest in utilizing this approach.
2. To enable 4-C program staff members individually and collectively to obtain knowledge needed to:
   a. Improve overall program quality by drawing on the strength of each of the participating organizations.
   b. Insure continuity of care for children through using multiple sources of funding.
   c. Establish program activities which could not be readily accomplished by a single agency.
   d. Reduce cost to participating agencies through the economies of larger scale purchasing.
   e. Establish additional opportunities for staff development and progression.
   f. Simplify and make more effective administrative relationships between local programs and state and federal programs.
   g. Secure appropriate involvement of parents in program planning and operation.
   h. Utilize program evaluation for program improvement.

Requiring That All Child Care be Early Childhood Education

The Chairman. Senator Bennett.

Senator Bennett. Mr. Secretary, as I have listened to this discussion which has centered, at least the questioning, on the matter of the type of organization to deliver the services, I think this record would not be complete without a comment on a question that has been raised about the type of services that should be provided for preschool children.

Writing in the magazine Exceptional Children last summer, a year ago, Dr. Bettye Caldwell wrote, and I am quoting her:

> There seems to be no justification at this time for a strategy that would involve diversion of funds from education of older children to early education. Rather increased allocations for programs for all ages are needed. In our enthusiasm for early education it is easy to promise too much. When too much is promised a little disappointment seems like a lot.

Then I would like to quote an article from a publication entitled, "Cognitive and Mental Development in the First Five Years of Life, a Review of Recent Research," issued by the National Institute of Mental Health, and these are the words:

> Almost all the studies in the literature show a decline in performance after the short term programs are ended for the children. The evidence is fairly clear that gains of programs that are of short-term are gains that fail to last.

Is there any point in spending $2,000 or more per child for educational care if it makes no difference to the child when it gets to the ages of 9 or 10; and given our present budgetary situation and the tremendous costs of early childhood education are we not better advised to concentrate on good child care for the preschool ages and less on early childhood education?

I think this is very important to us in the committee as we study H.R. 1, and attempt to develop a program under which women can be available for work who have children under the normal school age.

Dr. Zigler is the one, I think, who should probably want to respond to the comments from the National Institute of Mental Health. But I would welcome comments from both of you or any one of your panel.

Secretary Richardson. Well, I might just say first, Senator Bennett, that the issues you have touched on, through citing these comments, are issues which we recognize as crucial to the level of resources that it is appropriate to invest in child development in all senses of that word, including the educational component.

This is a question that has arisen and been the subject of considerable analysis and study as applied, for example, to our experience with the Headstart program of which Dr. Zigler was one of the original developers. We have underway in HEW now a very intensive effort to review all of the data that are focused on the questions that you have touched on.

I think at this point it would be appropriate to ask Dr. Zigler to pick up and give you a more complete answer.

Dr. Zigler. Let me begin by saying, Senator, that the area of early childhood intervention is still an art, an area filled with debate and controversy. You can find experts testifying to any position that one would like to see testified to. I have familiarized myself with this literature for about 15 years now, and I would certainly concur with the position that we do not know nearly as much as many experts say that we know.

Another point that I would certainly concur with is that we have mounted many programs in this country for young children and have oversold them badly, which is one of the thrusts of Dr. Caldwell's argument: We have promised way more than we can deliver and we have advanced certain views of what it takes to change a child that are completely at odds with what we know about the difficulty in changing cognitive levels of children, for instance.

I think we are going to have to get back to a realistic position. I heard both in the Secretary's and, I think, implicit in the chairman's comments a plea for some kind of realistic position about these children. I do believe that gains will be maintained in these children in various areas if we do as Dr. Caldwell suggests and that is make some kind of commitment to their development at every stage of their life. We have to quit looking for a magic period, the first year of life or the first 5 years of life; actually all of these years are important.

In terms of cognitive changes, I do not think that is where we are going to find a great deal of payoff in these programs. I think the Nation has made a terrible mistake in thinking that these programs are going to produce a collection of homogeneous geniuses. We never are going to have that in this country, and if you look at children and what this country needs of these children when they become adults, you realize there are other factors in their development that are much more amenable to change and just as important. Here I would talk about the motivation of the child. A lot of the problems of the country today are not problems of lack of intelligence. Whether these programs produce an increase in intelligence 10 years later is almost immaterial, if we can show an increase in the child's desire to work, an increase in his schooling and to what it provides, an increase in his view that he can succeed in society. These are factors that have yet to be assessed in these particular programs, and I think that if more time were spent assessing these aspects of early childhood intervention, we would see more payoff.

Another fact that has not been emphasized enough is the health payoff of these programs. We now know it is a bargain if we can find the health deficits of these children early and provide remediation.

These kinds of payoff programs have yet to be spoken to in most of these reports, including the NIMH report. I think experts can agree that a realistic program for children at every age could be mounted, it could be mounted at a realistic cost figure, and that cost figure could be of benefit to the country, in the sense of being worthwhile. I think what we are going to have to do, however, is get away from some of the early euphoria about programs, and get back into a realistic stream of thought concerning them.

On this point I think that we are going to find some new ways of doing things. I think this country is ready for a revolution in the way we treat children. For instance, just on the cost of programs, 75 percent of the day care costs have to do with the staff. I think it is time for this country to develop a new profession of a child care worker such as other countries have. This would cut down the cost of day care tremendously.

Well, I guess I would conclude simply by saying that we can demonstrate value in programs for children providing these programs are conducted realistically and we try to find some economies in their conduct.

Certainly, I would underline one final point, and that is that when you talk about this kind of care or that kind of care for a child in terms of the mother being able to go to work, there are two issues: One is, is the child getting a program that will be of benefit to the child? Second, is the program of sufficiently high quality that the mother will stay in employment? She has to have some sense that her child is being cared for before she will even engage in this work endeavor over a long period of time. So that I think some of the payoff of the investment we make in a good program, should be counted over against what happened to the child. The rest of it would be counted over as against the peace of mind it gives to the parent so she can remain in employment.

UNIVERSAL PRESCHOOL EDUCATION

Senator **BENNETT**. I am very interested in your answer. And I have written down a note to dig further into this idea of child care worker as a profession. If this is valuable, if preschool education is valuable, should it not be given to all children rather than simply to the children of women who have to work? That is my first question.

Dr. **ZIGLER**. Let me respond by saying, Senator, that I do not believe that every child in this country should be placed in a center. The fact of the matter is, all the evidence I know still indicates that a family life for a child is satisfactory to the optimum development of that child. What we have in this Nation are women who need these kinds of centers so they can engage in employment; plus a population of children whose needs are so great they need supplemental care of this kind. So, I do not think this administration wants to go on record as saying every child should be placed into a preschool center. I do not think that is necessary for the optimum development of every child. I think there are certain children who need it; other children are getting the kinds of development services, let us say, that are in a Headstart center, in their own homes, and I would certainly seek to deter this Nation from spending vast sums of money in the preschool education of children in this Nation especially since we are having such a difficult time in educating them at later ages.

I think this whole notion of the preschool education and its great value has been oversold. If people want to extend it to the concept of universal education for 3-year-olds, the fact of the matter is, they do have such a system on a voluntary basis in France. However, in Norway children do not begin going to school until they are 7 years of age and I have not seen compelling evidence to make me believe that Norwegian children are inferior to French children.

I think this kind of expenditure has to be justified either on the viewpoint it permits mothers to go to work or else it has to be justified on particular needs of particular children who can't receive developmental services within the rubric of their own homes.

Secretary **Richardson.** Senator Bennett——

Senator **Bennett.** Yes.

Secretary **Richardson.** I am not sure whether this is on the track of what you wanted to ask next, but it might be appropriate if we asked Mr. Bax to talk a little bit about the training of mothers for the kind of role as a day care worker.

Senator **Bennett.** May I get one other question in first?

Mr. Bax, do you think there is any value in trying to, by some means, determine with respect to particular children, whether all they need is day care and I am not thinking about the health problem now, or whether they would be benefited by some educational exercise in addition to the day care. You say we shouldn't automatically try to put everybody in school at age 3, and looking back many, many years ago to the time when I was under school age that was a very pleasant time of my life and I think I would have hated to have chopped it off and spent it in a schoolroom.

Dr. **Zigler.** I really believe that the Nation will finally take seriously this whole concept of diagnostic education, that we ought to be pinpointing things for particular children. Obviously what we want to meet early are centers of children of high risk, children whom we know either through demographic or personal characteristics need a special lift up—that was the whole concept of Head Start. So I certainly believe we ought to reserve these kinds of services for children who can profit by them and have a special need of them.

TRAINING CHILD CARE WORKERS

Before Dr. Bax picks up his point, I would like, given your interest in this new cadre of workers, to say the Office of Child Development is now well underway in developing just such a cadre. We want to see a group of certified child care workers in this country. These would be people who can get this certification either through our usual schooling procedures or else can demonstrate their efficiency through a much more apprentice-like development of their skills.

My hope is that through the development of this cadre we will be able to meet one of the major problems of day care and early child care in the country, namely, a group of trained personnel.

However, as the Secretary has indicated, we want to do this in a very realistic way. I think that the idea that we are going to have a childrens center sitting in L.A. or in New York City or anywhere that is manned by Bank Street MA's, as ideal as that might be, is idealistic, The costs are too high and you would not need these qualifications in a woman or man taking care of 15 children.

I really see great hope in this new cadre of workers. If our efforts are successful, and to date we have gotten wonderful cooperation from all of the professional groups, this will be one of the major factors in meeting the day care and general child care needs of the country.

Senator **Bennett.** Now, Dr. Bax——

Dr. **Bax.** If I could add on some of the questions about what the working mothers and what some of the nonworking mothers expected in their child care facilities, the working mothers listed, 62 percent of them wanted primarily good care; 55 percent, good food; 47 percent, a safe place to leave the child; 38 percent, training; 37 percent, education, which is school readiness.

In our discussions on child care, I think we need to point out some of the things that are now going on; some of the States are doing a very good job.

Through title IV–A funding, we have placed great emphasis on this training. The family day care provider and staff workers in many day care centers in many States, it is the AFDC recipient who is trained to provide care for others who enter training or employment. We are in the process of developing manuals for identifying and training family day care mothers.

These homes giving care for up to six children in a setting similar to the child's own home, currently serve 40 percent of our Nation's children. Missouri has used several methods in training day care providers. Training programs for family day care providers and staff working in day care centers have been developed throughout the State. As illustration, the day care licensing worker in one urban county had a series of five meetings to teach the provider quality child care development programs. This teaching was done through demonstration, discussion, films, crafts, games, and activity participation on the part of providers.

The child development staff who are students of the University of Missouri gave a series of training sessions to all WIN day care staff.

In another county, the day care licensing worker set up the section for child care staff, with workshops conducted by some of the day care providers and by some of the staff from the State college located in the county.

Another State in the West has looked at their income maintenance and is a parallel program of using some of the funds to States previously provided for income maintenance, shifting this into a services program to hire those mothers to provide day care centers, and the day care centers now paying them instead of them receiving a check each month.

In Florida, we put forth a program in using paraprofessionals in our child care centers, and we recruited from the rolls to do it.

Much activity is going on under the auspices of our WIN program.

If I may say one more thing about expansion on what some of these efforts are now doing, the States have made very good progress in the expansion of child care facilities by doing some of these things. The number of child care-years provided in fiscal year 1970 was 57,000. In fiscal year 1971 the number increased to 117,000, and it is expected to reach 200,000 by the end of fiscal year 1972. This represents an increase of 251 percent between average numbers served in fiscal year 1970 and projected averages for fiscal year 1972.

I can go on and on and give you some data about what some of the States are doing that would answer some of the questions on day care costs and some of the progress being made, which I would be glad to furnish your committee.

(Material supplied by the Department follows:)

In August 1969, in his plan for welfare reform, the President proposed a major expansion of the Federal role in child care involving a doubling of expenditures in the first year. He cited 450,000 children being served:

	In millions
⅓ preschool: 150,000 at $1,600 per child	$240
⅔ part time (ages 6–14); 300,000 at $400 per child	120
Construction and staff training	26
Appropriation in original H.R. 16311 for child care (before OFP)	386
(This is average cost of $800 per child) (Increased in H.R. 1 to)	410
Original fiscal year 1972 IV–A child care appropriation	299
Based on national average of States:	
Approximately ⅔ employment related, $210.	
Approximately ⅓ nonemployment related, $89.	
WIN child-care appropriation $78, ⅔ IV–A and total WIN added to H.R. 1 appropriation for OFF and FAP (rounded to)	290
New construction funds authorized	50
Total child care funding exclusive of IV–A and IV–B	750

Assuming the same percentage for full day (⅓), part day (⅔), and the same costs for full day ($1,600), part day ($400), the breakdown for the $700 million in approximate numbers to be served would be as follows: 584,000 part time; 291,000 full time; 875,000 total.

TABLE 13.—ESTIMATED PROGRAM LEVEL AND COST OF CHILD CARE PROGRAMS UNDER TITLE IV–A OF THE SOCIAL SECURITY ACT—FISCAL YEARS 1970, 1971, AND 1972 [1]

Program and estimated child care years	Annual cost per child			Federal cost (thousands)	Total cost (thousands)
	Total	Federal	State		
Fiscal year 1970:					
Work incentive program (57,000)	$428	$321	$107	$18,457	$24,610
AFDC—Social services (111,847) [2]	1,140	855	285	95,604	127,473
AFDC—Income disregard (264,550) [3]	315	189	126	50,000	83,333
Total (433,879) [4]	542	378	164	163,914	235,416
Fiscal year 1971:					
Work incentive program (117,162)	461	346	115	40,589	54,012
AFDC—Social services (197,479) [2]	1,385	1,039	346	205,199	273,508
AFDC—Income disregard (300,000) [3]	330	198	152	59,400	99,000
Total (614,641) [4]	694	496	198	305,188	426,520
Fiscal year 1972:					
Work incentive program (200,000)	520	390	130	78,000	104,000
AFDC—Social services (291,972) [2]	1,365	1,024	341	298,787	398,542
AFDC—Income disregard (342,000) [3]	346	208	138	71,136	118,332
Total (833,972) [4]	744	537	207	447,923	620,874

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[1] All data on these tables are estimated except data for the fiscal year 1970 Work Incentive Program. Estimates for IV–A social services and income disregard are based on estimates obtained from our regional offices on a request for information made in November 1970.

[2] These are children of AFDC mothers with training and employment outside of the Work Incentive Program whose care was financed through IV–A social service funds.

[3] These are children of employed AFDC mothers whose care is financed in part by disregard of earned income for child care costs. This in effect raises the amount of the welfare payment the mother would be eligible for and Federal sharing would be reflected in the cash assistance funds rather than social service funds.

[4] Some duplication in child care years exists between AFDC social services and AFDC income disregard due to some women receiving child care supplementation from both sources. We do not know to what extent this happens but estimate on unit costs eliminates any duplication.

Senator BENNETT. Well, to me the most important thing you said or idea you left was that these mothers themselves can be trained, I imagine, without too much effort, to reach the level that you would set for the paraprofessionals that you would use in this system, or these child care workers which Dr. Zigler talked about, and thus become productive and self-supporting through participation in a program that is necessary to make it possible for all mothers to become self-supporting.

Mr. Chairman, I have used more than my share of the time.

The CHAIRMAN. Senator Jordan?

Senator JORDAN. Thank you, Mr. Chairman.

NUMBER OF CHILDREN IN CHILD CARE

Mr. Secretary, I would like to get some figures a little clearer in my mind in order to see the dimension of the problem we are talking about. How many child development care services are required in terms of numbers of children to be served, would you say, under H.R. 1?

Secretary RICHARDSON. While we are finding figures to more precisely answer your question, Senator, I should start at least by pointing out that the $700 million appropriation provided for the first year of H.R. 1 is estimated to make available some 875,000 day care places. But the committee on the House side stressed the potential for the funding of additional day care that would be made possible by the so-called income disregard provision. That is, the mother would be allowed to disregard the amount of money spent up to a point for day care before determining the remaining income which is used to decide how much in benefits, if any, she may receive. They visualized the income disregard provision as a primary source for paying for day care over and above the $700 million appropriation.

The tax deduction that is provided for would also provide for some additional slots.

TRAINING CHILD CARE WORKERS

Senator BENNETT. While there is a lull, Dr. Zigler, could you furnish the committee and me with material available on this development of the child care worker?

Dr. ZIGLER. I would be glad to, Senator. We are well along; we have a plan already written up, and we have the people involved in it, and I think I can report that to you.

Senator BENNETT. I would like to see the plan and other material that is involved.

Dr. ZIGLER. I would be happy to furnish a statement.

Senator BENNETT. Thank you.

(The material requested follows:)

OBJECTIVES, FISCAL YEARS 1973–1977

CADRE OF CHILD DEVELOPMENT ASSOCIATES

I. STATEMENT OF THE ISSUE

The next decade is likely to witness a phenomenal increase in the number of young children enrolled in preschool programs. The need for highly trained personnel to adequately staff these programs will increase proportionately. It is

proposed that there be established a national system for the training and certification of a cadre of new professional persons, Child Development Associates.

II. ANALYTIC SUB-ISSUES

A. Concern focuses upon: 1. The role and training of the Child Development Associate as related to present practices regarding staff personnel in child development centers; 2. Implementation and administration of the cadre training and certification system:

(*a*) Articulation with existing licensing agencies;
(*b*) Negotiability of the individual's credential;
(*c*) Mobility within the early childhood education profession.

B. The Office of Child Development has already begun studying the role of the Child Development Associate to differentiate between his/her expected competencies and those of the teacher, who has four or more years of training and perhaps more experience. Study is underway to establish guidelines that will insure a system which recognizes a variety of entry levels into the training programs and provides mobility within the profession. A feasibility study is being conducted to determine most appropriate means of implementing and supervising a certification system.

III. DESCRIPTION OF THE PROBLEM/SITUATION

A. Enrollment Increases and Staff Shortages

The population of children under six in the United States now approximates 21 million. In 1969, fewer than 20% of these were served by preschool programs. Since 1960, the number of licensed day care facilities has tripled and the number of children in other preschool programs has doubled. If this trend continues, kindergarten and nursery school enrollment will increase from 3.9 million children in 1968 to 6.3 million in 1980. With the current emphasis on federal support for day care and early childhood education, it is likely that the increase will be even greater. If HR–1 or pending child care legislation such as HR–6748 or S–2007 were to pass, approximately 575,000 children would be eligible for enrollment in day care programs immediately. There is at present a shortage of trained personnel in programs for young children; if enrollment in programs providing day care services is expected to swell, a corresponding shortage of staff personnel can be foreseen. The Department of Labor estimates that 23,000 new teachers in early childhood education will be needed each year between now and 1980 to cope with accelerated pre-primary enrollment. (This estimate does not include potential increases resulting from passage of federal child care legislation mentioned above, but is projected according to the rate of increasing enrollment and staffing over the past decade.)

B. Program Quality

Results of assessments of the effectiveness and quality of preschool programs of all types have brought to the surface a sharp realization that current and future personnel are in urgent need of specialized and intensive training to implement high quality programs for children. Many children are now in federally funded projects (Title I, III, IV EOA) and other day care programs which cannot meet their needs because the staff has not been sufficiently trained to provide good developmental care.

C. Personnel Training Resources

Training courses and credential/certification programs for preschool staff are not widely available. Only nineteen states require certification for nursery school teachers, and even in those states many institutions providing child care are not covered by the certification statutes. The Office of Child Development is in a unique position to offer leadership to training institutions and to state and local authorities in the preparation of preschool staffs and in the governing of personnel qualifications.

D. Manpower and Career Development Opportunities

Historically, professional certification has provided a mechanism for excluding groups of people from the ranks of a given profession. People with limited socio-economic and educational opportunities have been unable to enter the profession of early childhood education through existing programs.

E. Needed Changes in Teacher Preparation

Current insights into the general problem of teacher-preparation, such as those described by Charles Silberman in *Crisis in the Classroom*, 1970, and recent studies, such as that conducted by the American Association of Colleges for Teacher Education, indicate that the effectiveness of conventional approaches to the preparation of teachers is doubtful.

IV. ASSUMPTIONS

A. Role of the New Professional Person

1. The Child Development Associate will not replace the college trained teacher, master teacher, or supervisor; nor will he/she serve as an aide. This person's role is seen as that of a competent professional staff person in programs for young children who must:

(*a*) Understand and be knowledgeable about children and good developmental programs for children.

(*b*) Be able to provide valuable experience for preschool children in part-time or full-time programs or in extended day care.

(*c*) Have achieved the minimum competencies of a good preschool teacher.

2. Since staffing patterns vary according to needs and resources of the locality, staff rolls and responsibilities will vary from center to center. It is assumed that the Child Development Associate usually will not work in isolation, but will relate to a master teacher or curriculum supervisor. Even in small centers where the Child Development Associate will be the only person on site with full responsibility for a group of young children, he/she will have available regular consultation with a master teacher, supervisor, or consultant of high technical competence.

B. Training Programs

1. Alternate training programs must be available to prepare a cadre of persons since they will enter at a variety of levels depending upon previous training and experience.

2. The Child Development Associate's training will be different from and less than the traditional 4-year college program. Both the Child Development Associate and the teacher must be trained to perform the basic functions required to insure high quality programs for children, but at different levels of competence.

3. If a Child Development Associate is interested in becoming a teacher, experience and continued training will enable him/her to become more skilled in the teaching role and in planning and integrating the program independently.

4. All training must be experience-oriented.

5. Existing training programs will be surveyed and studied. Presently operating innovative programs may be already appropriate or easily modified to meet the training needs of the cadre. Criteria will be established for the development of new training programs based on competencies required of the Child Development Associate.

6. All training programs must have a self-evaluation component so the trainee can assess his own competency development. Training must offer activities suited to meeting individual needs.

C. Certification and Accreditation

1. Individuals will be certified as Child Development Associates based on demonstrated competency rather than only on completion of courses or acquisition of credit hours. This will guarantee recognition of people already in the field who are qualified through experience but may not necessarily have had formal educational opportunities.

2. The Child Development Associate Certificate should be nationally negotiable and awarded through a national system.

3. Candidates for the Child Development Associate Certificate should be observed and evaluated by teams of recognized consultants designated through the national system.

4. A national system for accrediting staff training institutions and child care programs will assure a national commitment to high quality staff standards and programs for children.

5. A national system of training, certification, and accreditation will assure equal educational and employment opportunities to members of minority groups.

V. ALTERNATIVE SOLUTIONS

A. Under the direction of the Office of Child Development

Task force of early childhood education specialists/teacher trainers from federal, state, local and private agencies has done extensive preliminary work defining and clarifying the role and expected competencies of the Child Development Associate. Their work was done in terms of the issue stated and in relation to what is best for children.

B. General guidelines are being developed whereby all Child Development Associate training programs are to:

1. Have in common a set of objectives related to the desired competencies;
2. Cover a period of two years;
3. Arrange the trainees practical and academic training experiences so that they are undertaken simultaneously throughout the training period.

Consideration is being given to model training programs such as those designed by Dr. Glen Nimnicht, Dr. David Weikart, and Dr. Ira Gordon, among others.

C. Possible types of program arrangements are:

1. College-based programs—

(*a*) Child Development Associate training programs may be provided by institutions of higher learning such as junior and senior colleges and universities.

(*b*) In developing and implementing a training program the institution should be advised by a group representative of:

The population to be served by early childhood programs in the local communities, including all ethnic and cultural groups to be served.

The staff of early childhood programs in the communities.

Local agencies whose responsibilities include programs and services for young children.

The Regional OCD office.

(*c*) Institutions Proposing to Develop and Implement a Training Program should show that:

They have personnel resources which can provide a background of experience in early childhood programs, and advanced training in early childhood education and related fields;

They are responsive to and accepted by communities and agencies they will serve;

They are committed to supporting the training program;

They have developed means of tapping needed personnel and material resources outside of their immediate location.

(*d*) Policies and procedures by which trainees are admitted to training programs should reflect the non-discriminatory policy regarding race, ethnicity, and sex in accordance with HEW policy.

(*e*) A policy concerning outside limits on age of entrance must be developed and rationalized.

(*f*) Institutional requirements such as entrance test scores course and health requirements outside of the cadre training program must be described and rationalized.

(*g*) The relationship between fulfilling Child Development Associate requirements and degree requirements must be described and rationalized.

(*h*) Institutions should develop, describe and rationalize procedures for successful exit (i.e., certification) from their Child Development Associate training program.

(*i*) Institutions should designate staff responsible for advising the trainee on the site of his work experience as well as for providing academic experience.

2. Supervised Internship Programs—(*a*) This program type is distinguished from the college-based program in that it is not provided by an institution of higher learning. It may be based in day care centers, Head Start programs, Parent and Child Centers, nursery schools, kindergartens—any institution which can show that it has personnel, technical and material resources sufficient for program implementation.

3. Work-Study Programs—

(*a*) Arrangements are made by which students work in early childhood settings to support themselves while completing their training program. It is distinguished from the college-based type and Supervised-Intern type in that trainees in Work-Study are already working prior to admission to the Child Development Associate training program.

(*b*) The Work-Study plan may be incorporated into a college-based or Supervised-Intern program.

(*c*) The same requirements apply to these trainees as to those in other types of Child Development Associate training programs. However, procedures must be developed with the trainees' supervisors or employers to conduct the on-site training and to release the trainee for other parts of the Child Development Associate program.

D. Other possible types of program arrangements are:

1. Remote training via video for rural areas.
2. Multiple sites cooperating for migrant programs.
3. Mobile training units.

E. Supervision and Implementation of the national system

Training and certification of the cadre of Child Development Associates is being considered under the direction of the Office of Child Development. A feasibility study is underway to determine and develop a certification process which is legitimate, negotiable and acceptable within existing certification structures. Studies conduced thus far indicate that the most practical means would be to establish a consortium of appropriate educational organizations.

1. The consortium would be composed of major national level early childhood education organizations such as National Association for the Education of Young Children (NAEYC), Association for Childhood Education International (ACEI), and Elementary, Kindergarten, Nursery Educators of the National Education Association (EKNE).

2. These organizations are nationally recognized and membership includes early childhood education professionals on all levels: federal, state, county, local, and private agencies.

3. A consortium of nationally recognized professional associations would assure minority group representation at a decision-making level. Representatives from the following organizations are being included during the planning stages:

Black Child Development Institute,
Child Welfare League of America, Inc.
Day Care and Child Development Council of America.
American Association of Colleges of Teacher Education.
National Commission on Teacher Education and Professional Standards (NEA).
National Council for Accreditation for Teacher Education.
Association for Organizations in Teacher Education.
National Commission on Accrediting.
American Associaion of Junior Colleges.
American Home Economics Association.
American Vocational Association.
National Indian Advisory Council.
American Federation of Teachers.
Supplementary Training Associates.

National Catholic Educational Association.
Mexican American Systems.

4. Preliminary studies indicate that successful coordination between federal, state, local, and private agencies will best be achieved through such a consortium.

5. Studies thus far indicate that mobility and negotiability of a Child Development Associate credential will best be assured through such a consortium.

F. Impacts on the Education Profession

1. Disseminated information regarding the purpose of the Child Development Associate credential would provide public prestige for the profession and would be a basis for parent evaluation and selection of centers for their children.

2. It is likely that there would be a positive influence on training institutions, as graduates would be expected to have achieved competencies defined for both the Child Development Associate and the degreed teacher.

FUNDS FOR CHILD CARE

Senator JORDAN. Mr. Secretary, while they are looking, let's start back and look at some of the figures you used.

You testified that in fiscal year 1971, the total estimated Federal expenditure on child care was in excess of $680 million. That is the Federal share, comprised of OEO, Headstart, and title IV–A moneys. How much State and local money was used in addition to the $680 million?

Secretary RICHARDSON. The principal State and local expenditures would come under the State matching shares under title IV–A.

Senator JORDAN. Yes.

Secretary RICHARDSON. So that the total for that is about $60 or $70 million of State expenditures.

Senator JORDAN. Of State funds? Under Headstart, how is that funded?

Secretary RICHARDSON. Headstart is funded at 80% Federal funds with the balance in kind or in cash.

Senator JORDAN. Are the OEO programs fully federally funded?

Secretary RICHARDSON. In some cases for State matching of services in in-kind or provision of space, and so on.

Senator JORDAN. Approximately $800 million was spent in child care services for fiscal year 1971, if I follow your answer correctly. How many children received care under that $800 million expenditure? One of your aides testified, I understand, that in 1971, 117,000 children were receiving child care services.

Dr. ZIGLER. That is the total, Senator Jordan, under the WIN program under AFDC. But the total numbers of children are set forth on table 13 of the green committee print headed "Child Care Data and Materials." These are figures which were developed by committee staff in cooperation with us.

NUMBER OF CHILDREN IN CHILD CARE

Senator JORDAN. Can you give us roughly the number that received child care services under the $800 million total expenditures?

Secretary RICHARDSON. The total number for fiscal 1971 is estimated to be under all AFDC programs 614,000. The total number under Headstart, Ed, would be how many?

Dr. **Zigler**. Dividing the full year and summer programs there would be 260,000 in the full-year program and about 200,000 in the summer program. However, Headstart is essentially a half-day program both summer and winter. The exception there is in a full-year program where one-third of the Headstart programs have become full-day programs and essentially can be counted as full-day care.

Senator **Jordan**. Just give me a round number, about how many children received total year around child development day care services for this expenditure of $800 million?

Dr. **Zigler**. Well, it is the IV–A figures plus 70,000, I would say—the Headstart program; IV–A figure is 200—Doctor Bax, what is the IV–A day care figure? How many children are—314,000 and 60,000, would be roughly 375,000?

Senator **Jordan**. About 375,000 received care under the $800 million appropriation which would be roughly a little over $2,000 per child, is that correct?

Dr. **Zigler**. Because you are excluding by the day care children those who are in Headstart receiving half-day programs or just summer programs which would add another 400,000 children.

Senator **Jordan**. I was hoping to get a figure of approximately the number of children who were receiving full day care services throughout the year, and if some of them are only receiving summer services I would expect that would be divided by 4 or whatever the factor is. But I would like to know what it is costing for each child who is receiving care under present existing programs at the State, Federal, and local levels. If you don't have that now, will you please supply it for the record? What I am leading up to—the Secretary says in his prepared statement:

> We are, after all, proposing provision of child care services to about 1 million children, most of whom are not now receiving such services.

I am wondering if the 1 million children you are talking about, Mr. Secretary, are in addition to this figure that the doctor is calculating for me?

Secretary **Richardson**. Well, we are proposing to expand from the present base which is the 614,000 children receiving care under title IV–A——

Senator **Jordan**. Yes.

Secretary **Richardson** (continuing). By at least the full number represented by the $410 million in additional slots; plus an amount, not easy to estimate, made available or paid for through the income disregard provision.

Child Care Cost Per Child

The **Chairman**. If I can just interrupt for a moment, it seems to me it might be worth pausing here for a moment and seeing if we can get an educated guess on the very pertinent question of just exactly how much per child day care is costing us. You would have to take those who are getting full-time care and make the appropriate adjustment for those who are receiving care only part of the time——

Dr. **Zigler**. We have the cost figures averaged out by programs.

The **Chairman**. I think it would be worthwhile to find out how much day care is costing on a per capita basis.

Dr. Zigler. We have furnished to the committee and there are set forth in your book a lot of average cost figures. We have calculated them in a number of other different ways which could be inserted here in the record.

I have, for example, a table which shows the national average cost of day care per child by type of care, by quality of care, and by age of child; other tables which show the cost, the national average cost, assuming various combinations of claimants, placements, in-home, family day care, day care center, which we would be glad to insert in the record at this point.

(The material referred to follows:)

DAY CARE COSTS

Custodial—Developmental

ESTIMATES FOR FAP DAY CARE PROGRAM

(Prepared by the Office of Child Development January 1971)

DETERMINING COST OF IN-HOME CARE ASSUMPTIONS

Based on a 1969 survey of the AFDC program:

(*a*) there is an average of 3 children per family.

(*b*) 18% of all families have children of pre-school age only.

(*c*) 24% of all families have school-age children, under age 16 only.

(*d*) 37% of all families have a mixture of children under age six and children ages 6–15.

(*e*) ½% of all families have children over age 16, only.

(*f*) 1% of all families have children under 6 years and over 16 years.

(*g*) 19% of all families have children ages 6–15 and over 16 years.

(*h*) 1½% of all families have children under 6, between 6–15, and over 16.

As indicated in Table I, it may be assumed therefore, that:

(*a*) 58% of the pre-schoolers, in 19% of the families, will require full-time care.

(*b*) 39% of the pre-schoolers, in 37% of the families, will require full-time care; their older siblings, ages 6–15, will require half-time care.

(*c*) 3% of the pre-schoolers will not require care; they will receive care by their siblings, ages 16 and up.

(*d*) 35% of all school-age children, in 24% of the families will require half-time care.

(*e*) 36% of all school-age children, in 37% of the families will require half-time care; their younger siblings, ages 0–6, will require full-time care.

(*f*) 29% of all school-age children in 20% of the families will require no care; they are age 16 and over or will be cared for by a sibling over 16 years

TABLE I.—NUMBER AND PERCENTAGE OF CHILDREN, BY FAMILY GROUPING, BY AGE

Family groupings	Preschoolers		School age	
	Number	Percent	Number	Percent
18 percent with children under 6 only	54	57		
24 percent with children ages 6 to 15 only			72	35
37 percent with children ages 0 to 15	37	39	74	36
½ percent with children over 16 only			1	1
1 percent with children under 5 and over 16	1	1	2	1
18 percent with children ages 6 to 15 and over 16			54	26
1.5 percent with children ages 0 to 15 and over 16	2	3	3	1
Total	94	100	205	100

Assuming a purchase of care payment policy based on the State Minimum Wage as an appropriate wage for care of six children and a 15% decrease for each child decrease, the following schedule would apply:

	Hourly rate	Percent	Hourly rate per child
Number of children in care:			
6	$1.38	100	0.23
5	1.17	85	.23
4	.97	70	.24
3	.78	55	.26
2	.55	40	.28
1	.34	25	.34

Applying this schedule to the previous statistics, it might be assumed that:

(*a*) 58% pre-schoolers receive care in situations where there are 3 pre-schoolers in care full time. Rate, .78 per hour or *.26* per *hour* per child.

(*b*) 39% pre-schoolers receive care in situations where there is 1 pre-schooler in care half-time alone, Rate, .34 per hour and 1 pre-schooler and 2 school-agers in care half-time. Rate, .78 per hour; pre-schoolers share, .26 per hour.

The average rate for these pre-schoolers is, therefore, *.30 per hour.*

THE AVERAGE RATE OF CARE FOR 97% OF ALL PRE-SCHOOLERS IS, THEREFORE, .28 PER HOUR.

(*c*) 35% of school-agers receive care in situations where there are 3 schoolers in care half-time, Rate, .78 per hour, or *.26* per hour per child.

(*d*) 36% of school-agers receive care in situations where there are 2 school-agers in care half-time with 1 pre-schooler. Rate, .78 per hour; school-ager share, *.26* per hour.

The average rate of care for 71% of all pre-schoolers is, therefore, .26 per hour.

TABLE I.—ESTIMATED NATIONAL AVERAGE ANNUAL COST OF DAY CARE PER CHILD BY TYPE OF CARE, BY QUALITY OF CARE, BY AGE OF CHILD

Type of care	Preschool age		School age	
	Custodial cost	Developmental cost	Custodial cost	Developmental cost
Inhome care	$809.07	$893.98	$661.61	$715.65
Family day care	781.92	866.40	488.70	541.53
Day care center	861.32	1,594.11	509.63	732.25

TABLE II.—NATIONAL AVERAGE ANNUAL COST OF CARE PER CHILD BY QUALITY OF CARE ASSUMING VARIOUS COMBINATIONS OF PLACEMENTS

Type of care	Possible distribution of children by percentage				
A. Preschool:					
Inhome	46	45	40	20	0
Family day care	46	45	52	70	80
Day care center	8	10	8	10	20
Average cost, custodial	$800.76	$802.08	$799.13	$795.29	$797.80
Average cost, developmental	$937.30	$951.58	$935.65	$944.69	$1,011.94
B. School:					
Inhome	33⅓	20	10	0	0
Family day care	33⅓	40	30	40	50
Day care center	33⅓	40	60	60	50
Average cost, custodial	$553.31	$531.65	$518.55	$501.26	$499.16
Average cost, developmental	$663.14	$652.64	$673.37	$655.96	$636.89

TABLE III.—NATIONAL AVERAGE ANNUAL COST OF CARE PER CHILD, BY QUALITY, BASED ON EXPECTED DISTRIBUTION OF CHILDREN IN TYPES OF CARE (⅓ PRESCHOOL; ⅔ SCHOOL)

Children	Average cost Custodial care	Average cost Developmental care
Preschool [1]	$799.13	$951.58
School [2]	531.65	652.64
Grand average	620.81	752.29

DAY CARE COSTS—CUSTODIAL, DEVELOPMENTAL IN-HOME CARE—PRESCHOOL [1]

Item	Custodial care cost rate	Custodial care, annual cost per child	Developmental care cost rate	Developmental care, annual cost per child
1. Payments to child caring person.	$0.28 per child per hour, 10 hours per day, 250 days.[2]	$700.00	$0.28 per child per hour, 10 hours per day, 250 days.	$700.00
2. Employer's share of social security.	5.2 percent of 1st $7,800	36.40	5.2 percent of 1st $7,800	36.40
3. Transportation reimbursement.	$0.50 per day, 250 days (3 children).	41.66	$0.50 per day, 250 days (3 children).	41.66
4. Educational materials and supplies.	None	None	$0.15 per child per day, 250 days.	37.50
Total costs, Vendor payments.		778.06		815.56
5. Medical and dental exams and referral.	None	None	$20 per child per year	20.00
6. Work with parents, education, program direction.	do	None	$10 per child per year	10.00
7. Staff in-service training	do	None	$45 per year per home (3 children.)	15.00
Total costs [3] grants and contracts.		None		45.00
8. Administrative costs certification and program quality control.	2 percent of vendor payment costs.	15.51	2 percent of vendor and grant costs.	17.16
9. Fee collection	1 percent of vendor payment costs.	7.75	1 percent of vendor payment costs.	8.12
10. Vendor payment management.	do	7.75	do	8.13
Total costs,[4] administrative.		31.01		33.42
Grand total, cost of in-home care preschoolers.		809.07		898.98 (84.91)

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[1] In-home care constitutes care of a child in his own home by someone other than his parent(s).

[2] $1.38 per hour represents the average State minimum wage of the 37 States with a minimum wage; range of S.M.W. is from $0.75 per hour to $2.10 per hour with Alaska ($2.10) and New York ($1.85) above the Federal minimum of $1.60 per hour; $1.38 represents the base rate per hour for care of 6 children with the rate decreasing by 15 percent for each decrease in a child in care; $0.28 per hour represents the calculated average cost of all combined arrangements.

[3] These services would be planned for and provided by the prime grantee agency through subgrant or contract; services would be provided through an areawide plan.

[4] These services will be performed by the prime grantee agency, except in the case of State Social Service Agency administration of the vendor payment account, in which case, the Vendor Payment Management Service will be performed by that agency.

IN-HOME CARE—SCHOOL (SUMMER AND WINTER)

Item	Custodial care cost rate	Custodial care annual cost per child	Developmental care cost rate	Developmental care annual cost per child
1. Payments to child caring person.	$0.26 per hour, 5 hours per day, 200 days; $0.26 per hour, 10 hours, 50 days.	$585.00	$0.26 per hour, 5 hours per day, 200 days; $0.26 per hour, 10 hours, 50 days.	$585.00
2. Employer's share of social security.	5.2 percent of 1st $7,800	30.42	5.2 percent of 1st $7,800	30.42
3. Transportation reimbursement.	$0.25 per day, 250 days (3 children).	20.83	$0.25 per day, 250 days (3 children).	20.83
4. Educational materials, activities, supplies.	None	None	$0.10 per child per day, 250 days.	25.00
Total costs, vendor payments.		636.25		661.25
5. Medical and dental examinations and referral.	None	None	$10 per child per year	10.00
6. Work with parents, education, program direction.	do	None	do	10.00
7. Staff in-service training	do	None	$22.50 per year per home (3 children).	7.50
Total costs, grants and contracts.	do	None		27.50
8. Administrative costs certification and program quality control.	2 percent of vendor payment costs.	12.68	2 percent of vendor and grant costs.	13.72
9. Fee collection	1 percent of vendor payment costs.	6.34	1 percent of vendor payment costs.	6.59
10. Vendor payment management.	do	6.34	do	6.59
Total costs, administrative.		25.36		26.90
Grand total, cost of care, in-home.		661.61		715.65 (54.04)

FAMILY DAY CARE—PRESCHOOL[5]

Item	Custodial care cost rate	Custodial care annual cost per child	Developmental care cost rate	Developmental care annual cost per child
1. Payment to child caring person.	$0.234 per child per hour, 10 hours per day, 250 days.	$585.00	$0.234 per child per hour, 10 hours per day, 250 days.	$585.00
2. Employer's share of social security.	5.2 percent of 1st $7,800	30.42	5.2 percent of 1st $7,800	30.42
3. Reimbursement for food and kitchen supplies.	$0.35 per child per day, 250 days.	87.50	$0.40 per child per day, 250 days.	100.00
4. Reimbursement for use of home, utilities, insurance, etc.	$0.10 per day per child, 250 days.	25.00	$0.10 per day per child, 250 days.	25.00
5. Play equipment and supplies, cost of replacements.	$0.08 per child per day, 250 days.	20.00	do	25.00
6. Insurance/liability, health, and accident.	$2 per child per year; $2 per child per year.	4.00	$2 per child per year; $2 per child per year.	4.00
Total costs, vendor payments.		751.92		769.42
7. Transportation of children; field trips.	None	None	$0.10 per day per child, 250 days.	25.00
8. Medical and dental examinations and referral.	do	None	$20 per child per year	20.00
9. Work with parents, education, program direction.	do	None	$10 per child per year	10.00
10. Staff in-service training program.	do	None	$60 per year per home (6 children).	10.00
Total costs, grants and contracts.		None		65.00
11. Administrative costs, certification and program quality control.	2 percent of vendor payment costs.	15.00	2 percent of vendor and grants costs.	16.64
12. Fee collection	1 percent of vendor payment costs.	7.50	1 percent of vendor payment costs.	7.67
13. Vendor payment management.	do	7.50	do	7.67
Total costs, administrative.		30.00		31.98
Grand total, cost of family day care.		781.92		866.40 (84.48)

FAMILY DAY CARE—SCHOOL

Item	Custodial care cost rate	Custodial care, annual cost per child	Developmental care cost rate	Developmental care, annual cost per child
1. ¼ year at same cost as care of preschooler.	¼ ($751.92)	$187.98	¼ ($769.42)	$192.35
¾ year at ½ cost of care of preschooler.	¾ (½×$751.92)	281.97	¾ (½×$769.42)	288.54
Total costs, vendor payments.		469.95		480.89
Total costs, grants and contracts.	None	None	¼ ($65)+¾ (½×$65)	40.64
Total costs, administrative.	¼ ($30)+¾ (½×$30)	18.75	¼ ($31.98)+¾ (½+$31 ×$31.98).	20.00
Grand total cost of family day care, school.		488.70		541.53 (52.83)

See footnotes at end of table.

DAY CARE CENTER—PRESCHOOL

Item	Custodial care cost rate	Custodial care annual cost per child	Developmental care cost rate	Developmental care annual cost per child
1. Staff	Child caring staff, 1:10 children.	$379.50	Child caring staff, 1:7 children.	$653.71
	Secretary-bookkeeper, 1:100 children.	37.95	Secretary-bookkeeper, 1:50 children.	91.52
	Janitor, 1:100 children	37.95	Janitor, 1:50 children	91.52
	Cooks and aides, 1:50 children.	75.90	Cooks and aides, 1:40 children.	114.40
	All, $3,450 per year, plus 10 percent fringe benefits).[6]		Direction, supervision, and special resource personnel, 1:50 children. (50 percent at $5,200 per year, plus 10 percent fringe benefits; 50 percent at $3,120 per year, plus).[7]	91.52
2. Facilities (rental) and utilities insurance.	$80 per child per year, space meeting State and local licensing requirements.	80.00	$90 per child per year, space with more generous room for activities plus room for special activities.	90.00
3. Food, meals, and snacks, kitchen supplies.	$0.40 per child per day, 250 days (considers use of surplus commodities).	100.00	$0.45 per child per day, 250 days (improved menu; greater variety).	112.50
4. Supplies and materials	$0.15 per child per day, 250 days.	37.50	$0.25 per child per day, 250 days.	62.50
5. Equipment (annual replacement costs).	$10 per child per year	10.00	$12 per child per year	12.00
6. Insurance/liability, health, and accident.	$3 per child per year. $3 per child per year.	6.00	$3 per child per year; $3 per child per year.	6.00
Total costs, vendor payments.		764.80		1,325.67
7. Transportation of children, including field trips.	None	None	$50 per child per year	50.00
8. Medical and dental examinations, and referral.	do	None	$20 per child per year	20.00
9. Work with parents, education, program direction.	do	None	$15 per child per year	15.00
10. Staff in-service training programs.	10 percent of staff costs	53.13	10 percent of staff costs	104.27
Total costs, grants and contracts.		53.13		189.27
11. Administrative costs certification and program quality control.	2.5 percent of vendor payment and grants costs.	20.45	2.5 percent of vendor payment and grants costs.	39.39
12. Fee collection	1.5 percent of vendor payment costs.	11.47	1.5 percent of vendor payment costs.	19.89
13. Vendor payment management.	do	11.47	do	19.89
Total costs, administrative.		43.39		79.17
Grand total, cost of care, day care center.		861.32		1,594.11 (732.79)

See footnotes at end of table.

DAY CARE CENTER—SCHOOL

Item	Custodial care cost rate	Custodial care annual cost per child	Developmental care cost rate	Developmental care annual cost per child
1. Staff	Child care staff, 1:25	$132.00	Same as custodial	$286.00
	Secretary-bookkeeper, 1:100.	33.00	Plus resource specialists, 1:75 ($2.50 per hour, 2,200 hours).	74.00
	Janitor 1:100	33.00		
	Cookes and aides, 1:100	33.00		
	(Salaries for above,[8] average of $1.50 per hour.)			
	Direction and supervision, 1:100.	55.00		
	(Salary for above average $2.50 per hour.)[9]			
	Social security on above 5.2 percent 1st $7,800).	14.87	5.2 percent	18.72
2. Facilities (rental) utilities, and insurance	(Assumes maximum use of free space.)	15.00	(Assumes major use of free space with some rented space.)	60.00
3. Food, snacks, and meals	Snacks only in winter; snacks and meals in summer.	65.00	Improved menu	75.00
4. Supplies and materials	Arts, crafts, games	40.00	Arts, crafts, games (greater variety).	50.00
5. Equipment (annual replacement costs).	Recreation, furniture (prorated for use).	20.00	Same as custodial	20.00
6 Insurance/liability, health, and accident.	$3 per child per year; $3 per child per year (estimated requirement above school insurance).	6.00	do	6.00
7. Transportation field trips		10.00	Increased activity, greater variety.	20.00
8. Special events for children	None	None	Primarily in summer, covers participation in special community events or additional resources.	20.00
Total costs, vendor payments.		456.87		629.72
9. Medical and dental exam and referral.	None	None	Additional requirements in summer; emergency in winter.	20.00
10. Work with parents, education, program direction.	do	None		10.00
11. Staff in-service training.	10 percent of staff costs	29.97	10 percent of staff costs	37.73
Total costs, grants and contracts.		29.97		67.73
Total costs, administrative.	5 percent of vendor costs	22.79	5 percent vendor and grants costs.	34.80
Grand total cost of day care center, school.		509.63		732.25 (222.62)

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[1] In-home care constitutes care of a child in his own home by someone other than his parent(s).

[2] $1.38 per hour represents the average State minimum wage of the 37 States with a minimum wage; range of S.M.W. is from $0.75 per hour to $2.10 per hour with Alaska ($2.10) and New York ($1.85) above the Federal minimum of $1.60 per hour; $1.38 represents the base rate per hour for care of 6 children with the rate decreasing by 15 percent for each decrease in a child in care; $0.28 per hour represents the calculated average cost of all combined arrangements.

[3] These services would be planned for and provided by the prime grantee agency through subgrant or contract; services would be provided through an areawide plan.

[4] These services will be performed by the prime grantee agency, except in the case of State Social Service Agency administration of the vendor payment account, in which case, the Vendor Payment Management Service will be performed by that agency.

[5] Family day care is the care of a child in the home of someone other than his own; family day care homes are usually privately owned, however, a great many are supervised and managed by a social agency.

[6] Constitutes, $1.65 per hour average; actual salaries will range above and below this level.

[7] $5,200 per year constitutes $2.50 per hour, for professional staff; $3,120 per year constitutes $1.50 per hour for nonprofessional staff; actual salaries will range above and below these levels.

[8] Computed on basis of 200 hours for 12-week period and 2,000 hours for 20-week period; total 2,200 hours or $3,300 per year.

[9] Computed on basis of 2,200 hours or $5,500 per year.

TOTAL FEDERAL CHILD CARE EXPENDITURES

Senator Jordan. I would like to have that but I still would like to get a little more basic data on costs because the first year authorization for child care under H.R. 1 is $750 million; is that correct?

Dr. Zigler. Yes.

Senator Jordan. And is that superimposed upon the $800 million that is presently being spent at all levels by government or will those programs, be merged into the total child care program?

Dr. Zigler. There is some overlap; in other words, the IV–A is the only means, generally speaking, whereby the Federal Government now contributes to the cost of day care services for working mothers who are also receiving some kind of welfare benefit under the WIN program, for instance and to that extent the $700 million would pick up on a 100 percent Federal funding basis costs that are now being met under title IV–A on the 75–25 basis. But, generally speaking, about $410 million would represent added Federal investment in day care services.

Senator Jordan. Added Federal investment in day care services over and above the presently being spent $800 million at all levels?

Dr. Zigler. Yes.

FUTURE FEDERAL COSTS

Senator Jordan. If $750 million is the request for the first year's operation under H.R. 1 for this purpose, what are your estimates of the costs of this service for the next 5 years of the program?

Dr. Zigler. We have felt that the rate at which these costs build up would have to be addition in the light of a lot of the other competing claims, so we have not made a projection; we have not wanted to project it simply on the basis of the total potential number of eligible children because we thought it unlikely that we would be able to afford to move that fast.

I becomes just a question of decision eventually in light of all kinds of additional claims.

We could furnish a table for you which showed what the costs would be if without regard to those things we were to fund day care on a basis of building up as rapidly as possible in light of the potential and eligible number of children.

Senator Jordan. I wish we could have it because you said further in your statement that—

> We will need 10,000 to 40,000 facilities which do not yet exist.

NEED FOR TRAINED PERSONNEL

I assume that in addition to the facilities that are presently being used, you anticipate there will be a need of between 10,000 to 40,000 additional facilities for child care services. In addition we will need specialists, trained specialists, in what numbers? What numbers of trained specialists will we need in addition to those presently working in the field?

Secretary Richardson. That is an important point as to the rate at which we could build up, by the way. Dr. Zigler, could you give an estimate of this?

Dr. **Zigler**. Well, I think that our planning is on the basis of the first year. We think that the figure that we are using there of 875,000 children is realistic. While we need 10,000 to 40,000 new facilities depending on the size of the unit, these are not going to be in absolutely new locations. These would be facilities attached to ongoing Headstart and ongoing day centers and so forth; it is absolutely mandatory in this huge influx that we use all of these new facilities in expanding, so in a way they are new and conceptually they are not.

In terms of the future years, I think we are hesitant to give a figure here because we don't know yet how many mothers are going to be placed into employment, what the situation in the country is going to be in terms of how successful the training is and our ability to place people in work. Our hunch is that taking care of this first backlog first, then we could after that expand at a reasonable rate, I would think, something on the order of probably in succeeding years certainly on the average of 150,000 to 200,000 children.

USE OF VOUCHERS

Senator **Jordan**. In view of the gross shortage both in facilities and in trained personnel, that you all have mentioned, what do you mean by the voucher system? The Secretary referred to it and it is mentioned in the House report on H.R. 1—the report states that the Secretary could make considerable use of a voucher system under which a mother can have maximum choice in selecting a child care facility.

What good is a voucher if there are no facilities or if the mother has no choice of facilities? How can you insure that even minimum standards are met under a voucher system?

Secretary **Richardson**. The voucher, of course, would not be of any use, Senator Jordan, unless there were facilities available and a choice among them. The quality of these facilities and services would, as we visualize the structure for the development of services, become a responsibility of the prime sponsor under standards established by the Federal Government. It would be, in other words, a monitoring function to assure that the quality of services is meeting these standards.

There would be some opportunity, of course, for mothers to choose services that did not necessarily meet those standards and this would not in itself mean that they could not get the benefit, for example, of the income disregard provision.

May I make two points that may help also to answer other questions you have raised earlier?

With respect to the 10,000 to 40,000 facilities we, as I think Dr. Zigler also pointed out, don't necessarily mean day care centers; this could include home care for children. And another thing I think perhaps I could usefully do here, Senator Jordan, is to give you some figures that I wanted to a little while back in answer to your first question.

NUMBER OF CHILDREN IN CHILD CARE

Of the potential number of children who might need services under H.R. 1, bearing in mind that registration of mothers is not required where they have no children of school age, the age groups are for 6 to 14, the total number of children is 2,119,000; for from 3 to 5, 250,000; and under 3, 160,000; which brings the total to about 2,530,000 as a maximum potential.

SCHOOL-AGE CHILDREN

Senator **JORDAN**. You don't need child care centers for teenagers, do you?

Secretary **RICHARDSON**. After school, up to the age of 14 we may well need them, because the mothers, as I said earlier, who are required to register for employment are mothers who do have school-age children, and the question of what care they get after school hours is a concern of this program. Obviously the costs are not as high as for full day care and, as I say, I think in my prepared statement, we have asked the Commissioner of Education—in planning for the implementation of this program—to think in terms of the use of school buildings, contract with school systems, and so on.

USE OF PRIVATE SECTOR

Senator **JORDAN**. Is there any place in this program for profitmaking child care centers, run in the private sector such as nursing homes are now being run?

Secretary **RICHARDSON**. Yes, there would, of course, be opportunity for a mother to place her child in a proprietary day care center and get the benefit of the income tax deduction or the income disregard. There could be contracts through a prime sponsor with a for-profit day care program meeting established standards and, as I think I also said in my prepared statement, we hope to encourage the development of day care services by employers. There has been some movement in this direction and we think it is a desirable direction and movement.

Senator **JORDAN**. Thank you.

Thank you, Mr. Chairman.

The **CHAIRMAN**. Any further questions?

Thank you very much.

Secretary **RICHARDSON**. Thank you very much.

The **CHAIRMAN**. The committee will meet at 10 o'clock tomorrow.

(Whereupon, at 11:50 a.m., the meeting was adjourned, to reconvene at 10 a.m., Thursday, September 23, 1971.)

CHILD CARE HEARINGS OF 1971

THURSDAY, SEPTEMBER 23, 1971

U.S. SENATE,
COMMITTEE ON FINANCE,
Washington, D.C.

The committee met, pursuant to recess, at 10:45 p.m. in room 2221, New Senate Office Building, Senator Russell B. Long (chairman) presiding.

Present: Senators Long, Nelson, Bennett, and Fannin.

The CHAIRMAN. The committee will come to order, and we will resume hearings on the subject of child care.

Our first witness this morning will be Mrs. Mary P. Rowe, child care economic consultant, ABT Associates, Inc.

Mrs. Rowe, we will be pleased to hear your statement.

STATEMENT OF MRS. MARY P. ROWE, CHILD CARE ECONOMIC CONSULTANT, ART ASSOCIATES, INC.

Mrs. ROWE. Mr. Senator, members of the committee. The testimony that is being distributed to you now is in part a technical discussion of the cost of child care of different kinds, and of funding problem. How much service of what different kinds can you deliver for how much money, to whom and in what manner? The meaning of those costs in funding discussions is what I would like to summarize now.

First of all, child care is here to stay. It isn't a problem that will go away in another decade. We know this partly by analyzing the structure of society and how it has changed, and from public opinion changes.

The excellent background materials presented by you, on behalf of your committee, show the enormous change in the number of women working now. By the time this testimony becomes effective in legislation, nearly half the labor force will be women, nearly half of mothers with children under 18 will be working, well over a third of mothers with children under 6 will be working.

We know that child care is here to stay also by looking at public opinion polls, by seeing what your voters now want. It is clear from surveys in Massachusetts, for instance, that both parents and voters are willing that this Government give moral support and tax money to the support of child care programs; not just tax money for poverty families, but also in support of child care programs for the near poor and for families up to median income. Results of those polls have been duplicated in various States around the country, and must be of interest to all legislators.

Parents in attitude polls keep saying that they want a change in the Nation's system of priorities; that they want to do more for little children. I think, therefore, that child care is really here to stay.

Our social structure has changed, and the opinions of voters and parents are being made very clear.

Second, paid child care is here to stay. The trend toward paid formal arrangements is now very clear from the national statistics, from analysis of the benchmark surveys of 1959 and 1965, and the new surveys of 1970 and 1971.

The old sources of supply of child care are disappearing. The same women who need child care now are the ones who used to provide it. We have the unique circumstances of an enormous increase in demand which itself decreases the supply of child care.

Paid child care is here to stay also because of the involvement of men, a circumstance all of us are glad to see, in the lives of young children. And also because of the advent of equal employment opportunity and equal pay for women.

The problem of providing sufficient child care, as you presented in your child care materials, is enormous. America has 21 million children under the age of 6 of whom perhaps 10 percent are in serious need of better care than they receive. To get that 10 percent I have added together the 2 or 3 percent that we know are simply left alone while their parents work. We add to that the number of children who are abused, and the number who are living in circumstances including rats and lead poisoning, and you find that at least 10 percent of the Nation's 21 million under 6 need some kind of serious child care provisions. Moreover, one-sixth of the Nation's children live in poor families, another one-sixth live in families described as near poor, by the Bureau of Labor Statistics' Low Family Budget. Many of these children also need help.

In Massachusetts, in June, we went through a series of 10 long meetings all over the State, asking parents what they wanted in the way of child care and one of the most pointed comments came from a group of parents that said: "Please, no bits. Don't give us from our Government, State or Federal, any more bits of programs." We are talking about millions of children. Bits of programs won't do.

The Mondale bill, H.R. 1, the various other discussions that have occurred in Washington in these last 2 years, are talking about fewer than a million children by any possible reckoning.

One billion dollars to $2 billion does not begin to address even those 10 percent of the children under 6 who are being abused or who are left alone, or who live in circumstances that we know are simply wildly unhealthy.

Well, then, if the voters and the parents want something done, what is it that they want?

As you, yourself, said yesterday, I think, Senator Long, it is clear that the first thing they want is simply provision of service. If you are starving and I say what kind of food do you want, sir, you will say: "Look, give me enough food, give it to me at the right time at a price I can manage." The first thing is provision of enough service.

The second is that parents want a wide diversity of programs. The attitude surveys of the kinds of things that parents want show diversity to be very important.

I would be glad to explain some other time why I don't think that what we know on the subject is good enough. But clearly, different parents want different things, so our second major point must be diversity, and again I think the Long bill is excellent in its defense of the provision of diversity of programs.

Very important is the fact that parents and voters seem to care a lot about home care. This comes in part because we all lack experience with formal child care centers. But it is also, because (as is the case with all human services) most of us who think about the effects of national child care would say, "First of all, please do no damage."

We know that "good" homes are all right for little children, and on the rule of first of all doing no damage, a great many people, therefore, ask for home-like environments for children whether those environments are in centers or actually in homes. When asked what they want in programs, parents come up with the attributes of ideal homes. They say "I want my kids to get along with other humans." "I want the child safe, I want the child care warm," and "I want my kids in their own community." "I want them close to home." Over and over again they talk about attributes of child care that sound like homes; they speak of the social and emotional development of their children. And of course this has high priority for us all. Our bitter, terrible tragedy at Attica is only the most recent reminder of what happens when we do not adequately take care of the humans in our society, when damage is done.

Does this desire for home-like care mean that custodial care is okay?

From here on in this discussion, we will see the vital need for operational definitions of what we are talking about. My written testimony is a careful analysis of operational definitions of custodial care, and developmental care; what these words mean in term of delivering quality, and in terms of costs and the use of resources.

What we know about the social and emotional development of children relates to such matters as the attachment of children to adults, continuity of children's care, the possibility that a child can explore his environment safely, under guidance. And that children, especially ghetto children, can learn a feeling of controlling their environment—again safely under guidance.

If we think what inputs can produce this kind of child care, we realize at once, not surprisingly, that we mean people. No TV can provide for a child that kind of environment where he can be attached to a real human on a continued basis; where he can explore and seek some control over his environment.

Custodial care, as we find in the 1970–71 Westat Day Care Survey, 1970 has this operational definition: on the average, there is one woman in charge of 15–19 children. She is, on the average, paid somewhat less than $3,500 a year for probably a 50-hour week. That is not the ordinary good home.

What then is meant by developmental care? Is that more like a good home?

People talking about developmental care usually mean one of three things—that it has an educative program, that is comprehensive in scope, or that it is like a good home in proving the care and attention and explorative environment that will let a child grow in his own individual fashion.

I would like to speak very briefly to these three definitions. Adding simply an "educative program," like the 42 described in the Airlie House volume, for instance, adds only 10 percent, 20 percent, to the cost of a so-called custodial program.

A custodial program as operationally defined by the Westat Survey could add an "educative program," for an additional increase of $2 or $3 per week per child. However, at present we know of no measurable long-term improvement even in cognitive development from such programs, much less any measurable change in the social and emotional development of the children involved.

Changing the scope of a program to provide comprehensive care, which may be vital to the development of children since it also includes help to their parents, also does not add very much to the cost of a custodial program. If we took again that Westat "custodial" program, and expand it in scope so it becomes comprehensive, we would add maybe 20 or 30 percent to the cost.

However if we are to take that custodial program with its 15–19 children per staff member—with staff working a 10-hour day, 5 days a week—and turn it into a home-like developmental program, on the principle of, first of all doing no damage, it is there that the real increase in cost comes.

Turning a custodial program into a developmental program on that basis, so that a child has the opportunity for individualized development may add 100, 200 percent to the cost. I would like to speak later of some ways that I think that costs can be handled.

In the Soviet Union I have seen groups where women were taking care of 15 or 30 small children, ages 3, 4 and 5. Those children are decorous, well-behaved, they move in circles, in groups. The child who steps out of the circle to pick up a leaf or to run around a tree, as a child will, is quietly and gently called back to the circle. The circle moves together to eat, moves together to the bathroom.

This is not the kind of individualized development that many Americans have long thought important for young children. It does not provide the exploration, the control of the environment by the individual that has been prized as part of our national heritage.

What does it cost to provide "desirable" or developmental good, homelike care?

Westat found a national average for developmental care at about $1,300 per child per year. The Children's Bureau, the ABT survey and others, have made estimates between $2,000 and $2,600 per year. Those particular differences can be accounted for on the basis of data problems alone. They have to do with such problems as the reckoning of "full-time equivalent" children; with problems of pricing, and of the failure to count in-kind resources as real costs. I have summarized these problems in my written testimony because some people find it hard to believe that $1,300 equals $2,300.

The in-kind cost question is a particularly serious point. The ABT survey found that in good child care, a quarter of all of the resources used in child care are in-kind. Head Start figures often do not include estimates for volunteers. The old Children's Bureau "Standards and Cost for Day Care" assumes everyone is paid. But it is important to realize that volunteers and donations have made excellent child care possible in the United States.

If we look at the way child care is presently funded—that is good child care and bad, ill-staffed and well-staffed—we find that Federal, State and local governments now provide about one-half the total resources. Volunteers and donations provide at least a quarter of the resources in good child care and, even in ill-staffed child care 5 or 10 percent of total resources.

Parents' fees, on which the Long bill partially depends, account for about a third of the total resources now used in child care—in one survey, 15 percent, in another 40 percent.

The implication, I think, for Federal funding is that multiple sources of resources must be protected. We will never have widespread excellent child care unless Government continues to supply half of all recurrent costs. And unless Government can help with startup costs, as you Senator Long, so ably recognize. We will always need private agencies and businesses contributing at least 10 percent. We will always need volunteers contributing maybe a quarter. Parents then might be able to swing the payment of fees amounting to 15 to 25 percent of total resources. Unless all those sources are used, we will never have excellent national child care for those millions of children that need it.

The appropriations figures that have been talked about in Congress so far are a drop in the bucket. Either we are going to provide for only a very few of America's children, or we are going to do it very badly, or we are going to analyze the present pattern very carefully and support and foster multiple funding in the future.

Some kids of today, the 14-year-olds, will be voting in 4 years. The kids of today are going to be in charge of us this coming generation. We are now in charge of them. It seems incumbent upon us to do something right by them, while we have a chance.

CHILD CARE IN OTHER COUNTRIES

Thank you, sir.

The CHAIRMAN. Have you had occasion to see what is being done in Israel with regard to child care?

Mrs. ROWE. I haven't been to Israel. I have read with enormous interest about Israeli child care programs.

Had you some particular question in mind?

The CHAIRMAN. I have heard complimentary things about child care in Israel.

Do you have a judgment as to what country you think is doing the best job in the child care area?

Mrs. ROWE. Well, it is inescapable to one from an individualist tradition, to look to Denmark.

I understand those who admire the passion for community and for the nation that is fostered both in Israel and, for that matter, in the Soviet Union. However in Denmark child care centers and programs are built around the proposition that individual children need an individually designed program, and they are very attractive, sir.

Senator BENNETT. Mr. Chairman, I have been in Israel. In the bulk of Israel, the family life is just like it is here. But in the Kibbutz, the child is taken from the parents, I don't know, at 3 months, 2 months, and lives in that kind of an atmosphere until they finish high school. They see their parents as visitors, and they are under the control of young women assigned for the various purposes and at the various age levels as teachers, as custodians, to take care of their health, but they live in little child groups in a child's world with children of their own age, and with no contacts with the women outside of that pattern, except for an hour or so in the evening when their parents are free to come and get them and take them home.

I am not sure, this may be good in the Kibbutz society of Israel, certainly it doesn't extend out into the main part of Israeli society, and I am not sure if we want to bring our children up that way in this country.

The CHAIRMAN. My thought is that it might be well to see who we think is doing the best job, and then see if we can't do at least as good a job as they are.

You mentioned Denmark. Do you think that we should be satisfied if we can equal what they are doing?

Mrs. ROWE. Yes and no, sir. First, the yes part. Denmark does some things remarkably well. First, they provide child care close to home, which has very high priority for American parents.

Second, they have a very well-organized family day-care system. It is particularly well supervised; a child gets into a family day-care home that it well supported by the State with toys and staff training and so on, and supervised constantly. It is like the family day-care career program of New York City. It is excellent. And their Centers are also more attractive to American mothers like myself.

The only no part of the answer is, that very few children are being taken care of now in Denmark. I don't know the society well enough to know whether this is a demand aspect or supply aspect. We know there are very long waiting lists in Copenhagen (and also in Sweden), so I assume Scandinavians want a great deal more child care than they are getting. There isn't enough child care in Denmark even to take care of the "high-risk infants," much less all of the others that want child care.

Until we are taking care of at least 10 percent of our problems, we can hardly smile. They have a long way to go, too. I like what they are doing. I don't like how much they are doing.

The CHAIRMAN. Thank you.

NUMBER OF CHILDREN PER STAFF MEMBER

Senator BENNETT. In your testimony, you seemed to indicate, and you didn't mention it specifically in your oral testimony, you are concerned about the number of children per staff member.

Mrs. ROWE. Yes, sir.

Senator BENNETT. Can you give us any optimum level, or any suggestions? You are disturbed at 15. Now, where do you think it should be, down to three or four or five, which might approximate the situation in a normal home?

Mrs. ROWE. I would like to preface my answer by saying that like everyone else who knows anything about children, I think that the quality of the staff is of critical importance, and if I speak to the staff-child ratio, I hope you will see it as the economist's attempt to set an objective minimum to prevent damage to children.

One role of the Federal Government is clearly to prevent abuse, and preventing abuse requires an objective criterion. We don't now really have such an objective measure for quality but must seek to use such indicators as we have.

The best single objective measure that we have seems to be the number of staff working with children. This is true for several reasons, perhaps first because of the adults working with children. If there are enough adults around, then those adults get enough rest, and they do the kinds of thing that they want to with children. A child has a better opportunity to be with an adult who really likes him. Kids are different; adults are different; we don't all love everybody.

Within that context, ABT, for instance, did a survey on programs that Americans think are "good" child care. We simply asked people all over the country—concerned, knowledgeable Americans—which centers and systems they liked. We then went on to describe what was actually happening there. In those programs, the average overall staff-child ratio was on the order of 1 to 4.

TRAINING WELFARE MOTHERS AS CHILD CARE SPECIALISTS

Senator **BENNETT**. The problem with which this committee is now concerning itself, of course, is focused on another basic problem, of which child care is a corollary.

Mrs. **ROWE**. Yes, sir.

Senator **BENNETT**. And that is the problem of the women who are now on aid to dependent children, and how can we make them self-supporting and to what extent, and by what means can we restore to them the normal citizenship in our economic society.

Were you here yesterday?

Mrs. **ROWE**. No; but I read a transcript, sir.

Senator **BENNETT**. The Secretary indicated that in the Department of HEW they are developing child care specialists or developing a program to train child care specialists.

Would you feel that it would be wise to try and use these women for that program; in other words, use that program to develop all AFDC recipients, try to develop them to become child care specialists so that they may assist in taking care of children. I won't say their own class, I don't mean it that way; but the children of the women whom the entire program is intended to help.

Do you think that is a reasonable hope?

Mrs. **ROWE**. I do. Although, again, I would have a three-point answer.

The first is that if you are going to pay such women lower-than-poverty wages, which is the present situation in organized family day care, you have the paradoxical situation of the Department of Health, Education and Welfare trying to get women off welfare by paying them wages lower than proverty. This should be reconsidered.

These programs were very much like the "desirable" programs of the erstwhile Children's Bureau, and like the "developmental" programs described by Westat as type C centers.

I begin to get very uneasy when staff-child ratios are more than about 1 to 10. I have known excellent programs where the staff-child ratio was that unfavorable, but they had to do with people working 80-hour weeks. If you have a staff-child ratio of 1 to 10 and the staff actually works 80-hour weeks, in my economist's terms, that is a real staff-child ratio of 1 to 5.

Senator BENNETT. I agree with that.

Mrs. ROWE. So if you ask me what I really would like to see, as a national minimum, I would say two things: First, that for the time being, until we know more, the minimum for most preschooler programs should be no worse than 1 to 7, 1 to 8, and for infants, 1 to 3, 1 to 4. Second, because we know so little about staff-child ratios, the Federal Government should provide at least 10 percent of the total funds for experimental programs to test different staff-child ratios. We should experiment with the staff-child ratio in 10 percent of all programs. These 10 percent should be observed and monitored both by parents and by some local community college or other research group. Let us then evaluate different programs and find out more about Staff-child ratios—while setting a conservative minimum for most programs.

In the absence of sufficient knowledge, I would say, set some objective minimums that really will prevent most abuse, and then test the premises adequately, over a 5-year period with 10 percent of our total operational funds.

The second is, that like most women these days, I think women should have a choice of whether or not they participate. But my overall answer is that I have seen such a program work extremely well with volunteers in New York City in the family day-care career program.

My comments in the written testimony about a mixed home day-care center system refer to such a program of using welfare mothers and fathers who wish to get into child care as a career. The program is a career ladder with an open end; you don't keep child care workers hopelessly at $3,400 a year forever.

In New York City, perhaps 2,000 women have gone up the career ladder, and out to better paying jobs, one or two of them as supervisors of really big programs in New York City. It is a very successful technique and one that I strongly recommend, partly because it is one real hope for efficiency in reducing child care costs without exploiting people, and still delivering good care, and partly because the unemployment is so high.

Senator BENNETT. Well, we have the job of opening up or setting up as many ladders as we can, and it seems to me that the child care ladder is one of the most promising ones.

Mrs. ROWE. I am very glad to hear you say so, and I urge you to look at the family day-care career program in New York.

There are now some 6,000 children in the program; at least 1,800 monthers have gone up those career ladders. It is even now a very likable program. But if that kind of family day-care program can be combined with strong active centers into a mixed home-care-center-care system, the training program will be better and less expensive, infants will get home care, preschoolers will get some center care. The welfare mothers involved will be more easily brought into a style of child care which is formal and professional. It is working very well in places that it has been tried. We have one in Cambridge that I also like.

Senator **Bennett**. Thank you.

The **Chairman**. When you mentioned paying poverty wages for child care, you brought to mind one point that occurs to me. I think it would be desirable, where we can, to open places for training welfare mothers to work in child care centers, because this can help break the welfare cycle. But if it is the good of the child we are thinking about, we might better think in terms of getting the best people we can to help those children develop and to provide them the best care. In many cases this will mean employing the person who has had no training in child care to do domestic work so that a woman who is presently a housewife but is a good teacher can go to work and teach those children. At least that may be desirable in some cases.

What do you think is the potential of employing welfare mothers to help in the child care centers?

Mrs. **Rowe**. I like your question because I am glad to see the questions of benefits to children and benefits to grownups and benefits to the community linked together.

Let me answer by telling you briefly how it works in New York City. Any welfare mother who comes to the family day-care career program is given a choice of becoming a so-called career mother; that is, for paid work outside the home. She is given placement exams, job training, if necessary, through WIN programs and the like, and help to find a job outside.

If she chooses to become a so-called provider mother, she is then very carefully screened. In many instances, she needs training; in many instances, the home needs substantial improvement, and she is helped with much of that.

Some women are not accepted as provider mothers. A great many more, through a careful 15-week training program, and ongoing training, and the supervision of educational aides, become superb provider mothers.

The educational system in New York provides that an aide shall be in every home once a week, and for homes that need it, up to 8 hours a week, during those initial months and years. Denmark does the same thing, where the new provider mother needs a lot of support and careful help. In the new mixed system being tried in the family day-care career program, there will be family day care linked to operating centers. Provider mothers come to the center and are trained, and work under the supervision of teachers with their own children and the children that they have taken in.

I think that that kind of a system screens away obviously inappropriate provider parents, and it trains and supports women who will make superb providers, during those months and years that they need training and support.

That is kind of a long answer to your question, but, as I see it, it works well in New York.

The **Chairman**. Senator Nelson?

Pending Child Care Legislation and Need for Child Care

Senator **Nelson**. Thank you, Mr. Chairman.

There are, as far as I know, three bills in Congress. One is the Brademas bill in the House, concerning child-care development; a second is the child development amendment that was added to the OEO extension bill which passed the Senate; and finally, there is S. 2003, Senator Long's bill—which was introduced on June 4, I take it, in honor of my birthday.

How would you compare these three bills?

Mrs. **Rowe**. If you wanted my technical, economist's answer to that, I would rather submit it carefully in writing. But for a general overall comment, sir, it is not apparent in any of those bills how enough money is going to get to enough children in good programs. None of the bills are adequate on the subject of day care. We need operational definitions of the terms being used: Developmental, custodial, and so on. And second of all, the level of funding proposed and discussed just doesn't begin to look at the needs.

If 10 percent of 21 million children under 6 are in glaringly abusive situations, and I would call a child under 6 left alone as being abused, those bills don't begin to speak to child care problems. That would be my overall comment on all three.

As for a technical paper on delivery systems, we would be delighted to provide it to the committee. For instance, for the Massachusetts early education project, we are just now publishing an analysis of a State delivery system. It is very much like Senator Long's concentration on the startup problem.

You perhaps know, sir, since you put forth this bill, that on the average, it takes an aggregated person years to get any reasonable day-care program started. You go through licensing and renovations and recruitment, but chiefly, just hassle to start a program. Part of it is unavoidable—time working with parents—and part of it is highly avoidable time, and you have spoken to many of those difficulties. But that is a very large question, Senator.

Senator **Nelson**. Well, if all of the children who would benefit—and I realize they are very scattered—but if all of the children who would benefit and whose parents would take advantage of child development programs in this country, were to make application, how many children are we talking about?

Mrs. **Rowe**. Are you talking about high priority children or all children?

Senator **Nelson**. All children who would benefit, whose parents would want to participate in the child development program, whether the parents are rich or poor.

Mrs. **Rowe**. OK. I have gone through some figures in detail in writing, so if you now find my generalizations too general, perhaps you will refer to my written testimony.

If child care were at a price the parents could afford, which means not more than 20 to 25 percent of the family income; if it is close to home, which means really within walking distance; if it is for the right hours at the right time—and I urge you to consider the fact that more than half of all child care is outside standard working hours; that is, it occurs before 7 in the morning or after 7 at night or on weekends—if that child——

Senator Nelson. What percentage?

Mrs. Rowe. More than half. If you look at the FAP study in Vermont, or the welfare department study in San Diego, or the Westat survey, you find that more than half the total demand for child care now occurs at least in part outside the standard hours that people think of for child care.

Senator Nelson. Then that kind of care is not part of the comprehensive child development program——

Mrs. Rowe. Well——

Senator Nelson. It is custodial, isn't it, during those hours?

Mrs. Rowe. That depends on the age of the child and so on. It doesn't ordinarily include health care and meals and so on, but adequate staff certainly has to be taken into consideration.

You are familiar with radicals and others who want 24-hour child care. That doesn't mean I want to get rid of my child for 24 hours. It means that I work the night shift, the swing shift, the graveyard shift, weekends; but let me return to the original answer.

If child care is at a price parents can afford, within walking distance of the home, for the right hours at the right time, and in some rough way, an appropriate program, then probably 90 percent of all parents would use child care at least part time.

Senator Nelson. You say 90 percent?

Mrs. Rowe. Yes, sir.

Senator Nelson. And that is about 21 million children?

Mrs. Rowe. That is right; that is, under 6.

Senator Nelson. Under 6?

Mrs. Rowe. But I am not proposing that wealthy parents be subsidized for the nighttime care of their young children.

Senator Nelson. Well, the OEO amendment extended the care to age 14.

Mrs. Rowe. Yes; and very appropriately so.

Senator Nelson. Then what is the cost figure on that? That would be something like $45 billion, would it not?

Mrs. Rowe. If you want a wild——

Senator Nelson. $45 to $60 billion?

Mrs. Rowe. If you want a wild round figure for children under 6, I would say maybe $30 billion; and children 6 to 14, maybe a third of that. But that would be providing well-staffed comprehensive care.

Senator Nelson. So you are saying $40 billion instead of my figure of $45 billion?

Mrs. Rowe. Yes; $40 billion would provide comprehensive child care with a staff child ratio at the Federal Inter-Agency Requirements. It would not include startup costs, it would not include the Federal or State bureaucracy, it would cover poor and near-poor families, not your wealthy or middle class.

Senator Nelson. Well, I am assuming that those who can afford it, whatever their level, would pay the total cost?

Mrs. Rowe. That is right; I could give you some standard fees if you are interested.

We would say offhand, poverty families would not pay for child care. Low-Family Budget families, (earning roughly between $4,000 and $7,000 for a family of four) would pay $6 to $12 per week per child, or something like $15 to $20 for all children in the family. That is to say, there has to be a ceiling for a family with five kids.

Senator Nelson. In the $4,000 income bracket, there isn't $6 per week available to be spent for child care.

Mrs. Rowe. Well, I am glad to hear you say that. But I am trying to give a conservative legislator's view of the matter.

Senator Nelson. The amendment of OEO set it at $6,900.

Mrs. Rowe. That is the Low Family Budget figure.

Senator Nelson. Which is now $6,940.

Mrs. Rowe. That is right.

Senator Nelson. I don't think below that, most families have money available for child care; do they?

Mrs. Rowe. Well, Senator, I hate to argue with you on that point because I agree with your position. Nevertheless, that income group are the chief users of proprietary child care in the United States. The San Diego study shows that many such parents—and this is with both parents working—earning less than $7,000, spend between 20 percent and 35 percent of their budget for child care.

If you add together what we know about those income groups and look at it conservatively, you would say that of all families earning less than $6,900—that is less than the Low Family Budget—that all of those families taken together could pay only about one-sixth of the total resources necessary for Federal Inter-Agency Requirement child care. I would like to point out to you again that that is about the same percentage that all parents are now paying for good child care in the United States.

Parents' fees account for about 15 percent of the total resources used in well-staffed child care, and about 40 percent or maybe a third, of all of the resources used in not so very well staffed child care. Parents' fees don't come anywhere near covering the total cost of child care now.

Senator Nelson. What is the number of children up to age 6 who are in dire need—the 10 percent you talked about—and the children of parents who need this kind of care on economic grounds—that is, on the ground that they have to work. What kinds of numbers and costs are we talking about?

Mrs. Rowe. It cannot be less than 30 percent who need some kind of care because 30 percent of all of the mothers of children under 6 are working.

But please let me add 5 percent. The national accounts do not take into account men, that is, of single fathers. I think this is a men's liberation problem; you should look into this. We think that about 5 percent of the total need for child care comes from single fathers.

Senator Nelson. Then it's 35 percent?

Mrs. Rowe. At least.

Senator Nelson. Of 21 million?

Mrs. Rowe. Of 21 million working at least part time.

Senator Nelson. And that represents a cost of roughly what?

Mrs. Rowe. It is hard for me to be very precise because many of those parents work part time. I made an estimate with the following heroic assumptions, if you will bear with me.

If we assume half of that group, either now work full time or that they are welfare mothers who would work——

Senator Nelson. Half of the 35 percent?

Mrs. Rowe. Yes; either work full time or would like to. Of poor and near-poor mothers who need child care, probably at least half would be full time. Probably another quarter would require at least half-time care; that is, care that in my estimation requires resources adding up to at least $1,000 per child per year. (Not all of the $1,000 is in some volunteers; but I refer to resources valued at $1,000.) The remaining quarter would need part-time care requiring resources valued at about $800 per child per year; $800 care would be for a child in either for the morning or afternoon, but not including meals.

Adding up the half who need full-time care, a quarter needing half-time care, another quarter part-time care, you come to a total overall figure of $27.5 billion in recurrent costs to cover the needs of poor and near-poor children.

Senator Nelson. Of the working parents?

Mrs. Rowe. I am sorry, that is about 90 percent of the total poor and near-poor parents, not just of presently working parents. The difficulty in estimating is that we don't know how, and in what ways, parents would work, if they had child care and decent jobs. It can't be less than 35 percent because that is our present figure. I have assumed it might be up to 90 percent of poor and near-poor parents that would work part time, sometimes, or be in training programs part times, sometimes.

If really good child care were available and they had serious options for work and training——

Senator Nelson. That gives us, as I understand you a figure of about $27 billion

Mrs. Rowe. That is the figure I gave you before, and I apologize, that was not working parents, but the total for poor and near-poor.

I have stumbled. I have one more category. I have one more category that must be put in.

Of poor and near-poor parents, you have those working and in training, who need care and you have a group that are provided for under the Mondale bill by the Department of HEW that are on vocational or other rehabilitation programs; their childen also must be taken care of. That is why you get up to a figure as high as 90 percent of the total of poor and near-poor parents.

Senator Nelson. This figure of $27.5 billion, includes the assignment of a cost figure to the volunteer?

Source of Funds for Child Care

Mrs. Rowe. Yes, sir; that includes what I estimate to be 25 percent volunteered an donated resources; that is to say I don't see any hope of our actually getting $27.5 billion in cash. My proposal for helping to meet the need for resources would be that the Federal Government foster the use of volunteers and donations. Some such possibilities are, for instance, the determined location of child-care facilities, where possible near high schools, near VA hospitals, near the present sources of volunteer help.

I don't know whether you know that men are volunteering—retirees and rehabilitating patients and that sort of thing—in heartening numbers. Recruitment of volunteers must be fostered if we are to be able to pay for a national program that meets our needs.

So I would say a fourth of the total "funding" should continue to be from volunteers, outside agencies, contributing services and donations; and the Federal, State and local governments contributions of recurrent costs would continue on the order of 50 percent.

Senator Nelson. Fifty percent?

Mrs. Rowe. Yes, of your $27.5 billion. Parents' fees, private agencies, community organizations, would make up the rest.

Senator Nelson. Then you are saying that 50 percent of the total $27 billion——

Mrs. Rowe. That is half of recurrent costs.

Senator Nelson (continuing). Of recurrent costs would come from the cities and States?

Mrs. Rowe. Federal, State and local.

Senator Nelson. You mean the Federal, State and local governments would share 50 percent of the cost?

Mrs. Rowe. Yes, sir. It is almost impossible now to know the original source of local government funds; for instance, the State of New York, the State of Massachusetts, help with the provision of welfare day care. It is very difficult to find out where those funds originate, but a great deal of it is of Federal origin, as you know. I have therefore lumped the total governmental contribution as a half, at least a half, of recurrent costs.

Senator Nelson. So you are saying that about $13.75 billion of the $27.5 billion, would come from public treasuries?

Mrs. Rowe. Yes, sir, and there are two more difficult provisos. One is startup costs, and the other is the cost of bureaucracy. That is to say, in H.R. 1, we are talking about a total of $750 million. It is hard to tell how much of that will go for administration. It would certainly be a sizable portion. I have not included the cost of bureaucratic administration in the recurrent cost figures which I have just given you, nor have I included startup costs.

Senator Nelson. So I get clear in my own mind in terms of annual operating costs——

Mrs. Rowe. For programs——

Senator Nelson (continuing). Half would be public treasury money then; half of $27 billion would be $13.750 billion.

Mrs. Rowe. And that is only for the zero-to-6-year olds. We still haven't gotten out——

Senator Nelson. Then that $13.750 billion is a round figure which, in your judgment, should be shared by the Federal Government, State government, and local government. Is that what you are saying?

Mrs. Rowe. Yes.

Senator Nelson. And as an economist, what capacity do you think the local governments have to share in that 50 percent?

Mrs. Rowe. By local governments, in this case you mean——

Senator Nelson. I am referring to the cities and the States.

Mrs. Rowe. I am glad you included the States. You know that title IV-A has worked very well with the Federal-State matching provision. There are two basic reasons, both of them having to do with money. First, some States say they don't have the money for the 25 percent; second, the States are afraid that the Feds will start a program and then walk out, leaving them holding the bag. It is a classic problem.

Senator Nelson. A legitimate fear.

Mrs. Rowe. You say so, sir, thank you.

I think that the capacity for local governments really to meet that part of the bill is very small.

Senator Nelson. I noticed just from reading the papers that Dr. Shed, the superintendent from Philadelphia, was here—I am not on the committee—he testified yesterday that Philadelphia has laid off 800 teachers. Certainly Philadelphia can't lay off 800 teachers and pick up a substantial amount of money for comprehensive child-care programs.

Mrs. Rowe. I agree.

Senator Nelson. So we are looking at a problem of $13.750 billion in which some relatively small percentage would end up being State and local money?

Mrs. Rowe. Yes, sir.

Senator Nelson. And that is 50 percent of the total?

Mrs. Rowe. Yes, sir; I would like just to add in answer to your original question, considering the level of funding you and I are talking about, you know, none of the legislation being proposed is adequately meeting the needs.

Senator Nelson. I agree.

Mrs. Rowe. Thank you, sir.

The Chairman. If it is going to cost that much money—and I wouldn't be surprised if it does before we are through with this—isn't it still necessary that we think in terms of doing the best we can with the resources that we can make available for the time being and then building from that point forward?

Mrs. Rowe. That is inescapable. But let me add a proviso to what Mr. Richardson said yesterday. He said it might take 10 years to build a program, and I am very sad about his answer; I don't think it should take 10 years.

To begin with, you have resources we are really not using. There are teenagers. In Massachusetts, nearly all of the high schools around us have schools-without-walls programs, where the teenagers are working with little kids and they love it. Where would you like your teenagers to be working? Where would you like your foster grandparents to be? What better way to get a rehabilitating patient on his feet again?

When I think of the "10 years," or the inadequate resources you allude to, what I look at is the resources that are not being mobilized for little children that could and should be.

The Chairman. There would be some offsets against that $14 billion; would there not? For example, we would be collecting additional taxes from working mothers who would now be able to go to work because someone was available to look after their children while they were working. So we would have offsets.

Mrs. Rowe. That is right. You collect taxes from me, and I can be a working mother because I have child care.

The Chairman. That would reduce the net cost some. Could part of this cost also be covered by charging fees to mothers in middle- and upper-income families? In other words, a good deal of this $14 billion you are talking about, I take it, is not training and caring for the children of welfare mothers, it is for the care of children of mothers who are able to make a contribution. We could give them a deduction or tax credit to help finance some of that. Couldn't some of the cost be covered that way?

Mrs. Rowe. Yes, sir. I have tried to be more specific in my written testimony. There are also other ways.

Taking care of a murderer in our society takes care of $18,000 per year per murderer. That is the costs of adequately taking care of little children are very high, there is no doubt whatever in my mind. Attica is an enormously costly thing, even in terms of money, which is the least important coinage.

The Chairman. Thank you very much.

Mrs. Rowe. Thank you, sir.

Use of Volunteers

Senator Nelson. Regarding volunteers, have you in your computations about the value of all your services, have you tried to evaluate what resources are available from the young in high school and college?

Now, the National Teachers Corps has been very successful, wherever used—although underfunded, unfortunately.

There surely are hundreds of thousands of high school students and college students, who are available to participate in this kind of a program.

Some of the most successful teaching experience in America today are coming from the amateur National Teachers Corps students working on a 1-to-1 basis with students in high school. Some of the remarkably good tutors are high school students who are good in their subjects, and relate to somebody their age.

We have talked about giving the youth of America an opportunity to make a contribution to America, but we don't afford them the opportunity except in the Army, which is the opportunity they don't want.

Mrs. Rowe. Very well put, sir.

Senator Nelson. It just seems to me that there is a vast resource of young people, well-motivated, who want responsibility and recognition and want to make a contribution that could be used in this kind of a program in a valuable way. Some of them would need some kind of a stipend. Some of them would not.

There is no reason why a program couldn't be worked out where high school students and college students who are not rewarded with money, would get college credits, or high school credits. After all, many of them are interested in sociology, and part of the sociology program ought to be working with people. Thus, you would have the students working with the children under some relationship between the educational institutions—which have to be involved in the program anyway—and in which they get credits for what they are doing. So the students have a feeling of participation and of making a contribution, a feeling responsibility, which is genuine; and they would get high school credits, college credits, and so forth.

It seems to me, here is a vast resource that could increase the voluntary contribution and reduce the financial contribution of States and Federal Governments, and result in a better program since the volunteers are there because they really want to be there. Moreover, they are young and have better rapport with children than most adults.

Is there some way that you economists could take a look at the resources available in terms of high school students and college students?

In the National Teacher Corps there are 10,000 young people applying to get in and we have stopped taking their names because we don't have enough money to fund them, and yet, in every institution where they are operating, they are reducing the drop-out rate and the failure rate dramatically.

In one of the schools I looked at recently, the only students who were being assisted by the National Teacher Corps teams of college students were students flunking four courses or more. At the end of a year's time they were all flunking one course or less, which is quite a dramatic improvement, and something that the institution couldn't do for the children themselves. I suspect that you could double, or quadruple, the volunteers under a program using high school students and college students.

Mrs. Rowe. There is very dramatic evidence all over the country, of the rightness of your remarks, Senator.

In Massachusetts, for instance, 35 programs began last year providing child-care centers in high schools, and there are high school curricula being developed in such places as the Educational Developmental Center, for high school students so they are properly trained and supervised.

Again, in a Cambridge elementary school I know five young men applied for jobs (these are young men between the ages of 20 and 25) who were told there was no money to pay them. They are now working as volunteers in the elementary school classes full time, a circumstance that we would all have found astonishing a year or two ago. And having young men in particular, having young people working with little kids is just the most extraordinary happy thing.

One of the things you said that I liked very much illustrates clearly that close linkage between what we call cognitive or mental development and social and emotional development. The child who is motivated, who is loved, whose interest is aroused, will often make very dramatic changes and growth in his mental development. It is very vivid as you see it happen, I agree entirely with you.

Senator Nelson. What we need among other things, is a statistical evaluation of how available and usable this great unused resource of young people is. I suspect it is vast, because in every test case they move capable and do a great job.

Offsets Against Additional Costs

The other thing you mentioned was the question of offsets. When a proposal comes up and people start looking at the figures, they talk of the cost as though there was no benefit return in terms of dollars.

It is a hard matter to evaluate, but we all know that millions of those kids—if they are not brought into this program—are going to become a social cost all of their lives. This is either because their talents haven't been utilized so that they are trained to assume responsible positions in society, or because of crime problems or a vast number of other problems. I would guess that if there were a way to cost-account it, you would really find that it was profitable investment to spend the $13.5 billion by the Federal Government because you would get many billions more back in terms of taxes from those people making a contribution, in terms of avoiding the costs for those who become the cost on society. Finally, there is the most important factor, which is affording every child the opportunity to develop to his fullest, which we don't do.

Somehow or another it must be possible to show what the benefit ratio is from this kind of investment. I know it will be kind of a fuzzy figure, but there is no doubt that it is high.

We looked at these figures in my State when I was in the State government. Some people who are now in the State prison, who are 60 years old, have been in and out for 40 years, and we have spent $100,000, $125,000, on each of these people just in custodial care—to say nothing about the court costs, the trial costs, and all of the rest.

Senator **Bennett**. Mr. Chairman, I hate to be rude, but we have five more witnesses, and we ordinarily have a 10-minute limit in the committee, and I apologize.

The **Chairman**. You may answer the question.

Mrs. **Rowe**. Well, three quick things. First, you ask are economists working on the feasibility of using volunteers? Yes. That was the original reason we went to cost volunteer resources. The first question was, what percentage of present resources were volunteered; we were astonished it was as high as it is. Second, we are very much looking at present feasibility for continued in-kind resources, and it does seem to be feasible.

As to a social benefits analysis, there are some studies of objective measures underway on, for instance, if a woman works continuously throughout her lifetime, even part time while she has little children, but stays in the labor force, her earnings are higher, the taxes she pays are more, she has a much better chance of promotion to go up the career ladder. Some such research to support a social cost-benefit analysis is underway. I am sorry for talking so long.

The **Chairman**. Thank you very much, Mrs. Rowe. You have given us some very good and interesting information, and we appreciate it.

Mrs. **Rowe**. Thank you very much.

(Mrs. Rowe's prepared statement follows:)

FOREWORD:

THE ECONOMICS OF CHILD CARE

Testimony of Mary P. Rowe, Economic Consultant,
Cambridge, Massachusetts

For the Senate Finance Committee:

The testimony presented here[1] speaks to several questions:

- What is the need and what is the current demand for child care?
- Why and how is demand changing?
- How much can and will parents pay for child care?
- How important are the other major determinants of demand: location, hours and type of program; what is the relation of these factors to sliding fee scales?
- What do different kinds of child care cost? What do we know about quality-cost tradeoffs? Why do major cost studies (The erst while Children's Bureau's "Standards and Costs for Day Care," the Abt Associates' Study in Child Care, 1970-71 and Westat's Day Care Survey, 1970,) seem to show large differences in costs?
- What are the cost implications of the Developmental vs Custodial debate?
- How is child care presently funded?
- What are the implications of all these facts for public policy with regard to day care funding?

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[1] I am indebted to many colleagues with whom I have worked on these topics : Richard Ruopp, David Warner, Brigid O'Farrell, Keith McClellan, and Walter Stellwagen of Abt Associates Inc., Cambridge, Massachusetts, where much of the research was done. Also to Richard Rowe and Robert Fein of Massachusetts Early Education Project, a study of the Massachusetts Advisory Council on Education, at Harvard University. Also to Ralph Husby of the University of Illinois. Robert Fein, David Warner and Ralph Husby are also co-authors respectively of some of the material presented here, which will appear in the forthcoming Massachusetts Early Education Project Child Care in Massachusetts, 1971; Abt Associates Inc. forthcoming book on Day Care Needs, Costs, Costing, and Funding; Basic Books, Inc. forthcoming Day Care - Who Cares? edited by Pamela Roby.

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APPENDIX A

APPENDIX B

SUMMARY OF TEXT OF "ECONOMICS OF CHILD CARE"

Mary P. Rowe

More than half of America's young children are regularly cared for out of their homes and/or by someone other than their mothers. The demand for such arrangements is growing swiftly at just the same time as the supply of "free" caretakers disappears: grandparents, aunts and neighbors are increasingly unavailable or need to be paid. The increasing monetization of child care has caused much confusion and some dismay; this testimony attempts to describe and analyze problems associated with the trend from unpaid child care to paid child care.

Factors affecting the demand for child care arrangements include the cash price of care, the location, and hours of care, the type of program, number of children in a family, the parents' commitment to employment and the behavior of friends. The first factors are critical to most parents; the issues of price, location, and hours must be resolved before consideration of any other matter. This testimony describes what we know about present demand and the tradeoff among parents' priorities. Special attention is paid to how much parents of different income groups can pay for child care.

Three major cost studies have presented apparently very different figures on costs of child care: Westat-defined "custodial" care was reported to cost $324 per child year; "developmental care" $1,368 per year; the 1968 Children's Bureau "Standards and Costs" cited "minimum" and "desirable" care at $1,245 and $2,320 respectively. The Abt Study gives a national average for "good" care at $2,300. Many of these differences are in fact illusory. The difference between Westat's $1,368, and the Children's Bureau - Abt $2,300, can be completely accounted for on the basis of terminology, data collection and pricing problems. This testimony includes a technical discussion of relevant data problems.

Useful debate over "developmental vs custodial" and "desirable vs minimum" care requires operational definitions, that is, definitions of "developmental" and "custodial" care which tell us what the actual program differences are. This testimony demonstrates the operational meaning of these terms, and shows the consequences in terms of costs. For instance, "custodial" care can be turned into "developmental" care according to one definition ("addition of an educational program") at an increase of perhaps 10-20% in costs. According to another definition ("developmental care is comprehensive in scope"), the change from custodial to developmental care would increase costs by 20-30%. A third definition, that "developmental care provides at least the same amount of care and attention available in a good home, with the full range of activities suitable to individualized development" defines developmental child care costing 100-200% more than custodial care.

The importance of an operational definition of terms may be further understood by realizing that little of the "custodial" care found in the Westat Survey meets state licensing regulations, or the newly-proposed (relaxed) Federal Inter-Agency Requirements, or the staff-child ratios proposed by Senator Long. The majority of "custodial" child care workers appear to earn less than Federal minimum wages--and a great many are also below the poverty line. Some people think that "custodial" care is like a good home. But "custodial care" as operationally defined in the Westat Survey generally involves each woman (earning perhaps $3,500 a year for a 50 hour week) taking care of fifteen children. This does not sound like the ordinary "good home".

There is, at present, no adequate way to test for or predict the effects of licensable (safe, non-abusive) child care; quality lies largely "in the eye of the beholder." This testimony, however, reports an economic analysis of what many ordinary, concerned Americans agree to be "good" child care in addition to analysis of what child experts consider "good." Knowledgeable Americans all over the country were asked to designate formal arrangements they thought were good; these arrangements were then described to get an operational definition of "good" care. In this same (Abt) Study, an operational definition of "warm, responsive" care was sought. The (Abt) programs considered to be "good" and "warm" turned out very like what the experts in the Westat Study call "developmental" and like what the erst while Children's Bureau called "desirable"; they represent perhaps the better third of American child care. And of these programs the chief objective characteristic is a favorable staff-child ratio, -- like that of a mother with several children. These ratios are very imperfect yardsticks of "quality"; good ratios are probably necessary but are not sufficient for an adequate Federal child care program. However, the teacher-child and administrator-child ratios are our best, objective indicators of child care quality as Americans now operationally define quality.

"Good" child care, as operationally defined and costed, costs far more than most parents can and will pay. Poor parents can pay next to nothing; near-poor to median income parents can pay only $6-12 per week per child for care (on the average 20-40% of family incomes). There is a wide gap, between the ability to pay of the poor and lower middle class families who most use child care, and the $40 per week child that "good" child care costs when efficiently delivered.

In fact, Federal, state and local governments now pay for more than half the resources used in all formal child care whether well-staffed or less well-staffed. Depending on the figures used, parents pay for only 15-40% of all resources; (my estimate is that parents pay for about one-third of total costs).

There are several Federal policy alternatives. The Federal Government can subsidize adequate full-time services for a few children, or for a few more, part-time. The very poor and the very wealthy would then have good care. This is the likely effect of the programs now before the Congress: $1-2 billion per year will take care of very few children. This may, of course, seem right to many people. One-sixth of our young children are in poverty families; one-third live in Low Family Budget families. Adequate care only for the 10% left alone, the abused children and to help poverty mothers outside the home would be very expensive. How high a priority have these young children in a world of defense expenditures?

There are other alternatives. More care could be provided but at wages below poverty level. Or widespread care with "care and attention" very different from that of "a good home" could be provided.

There are more desirable policy alternatives. There are a few ways to seek efficiency: mixed home care-center care systems and reduction of start-up costs through sensible licensing and information. And the Federal Government could protect and encourage multiple sources of funding and the use of volunteers. These alternatives are detailed in this testimony, in an effort to demonstrate one way the Federal Government could foster a national program taking "good care" of many little children -- those who are today our charge and who, tomorrow, will be in charge of America -- and of us.

Testimony of Mary P. Rowe

CHILD CARE IN AMERICA: NEEDS, HOPES AND COSTS

What is the need for child care in America? Many people are baffled:

- There seems to be an enormous need for child care in America, but
- There seem to be unfilled slots and unfilled day care programs, and if there is real demand, why isn't it being met the way demand for other goods and services is met?

Effective demand for child care has to be defined in terms of a given service, at a given time and place, at a given price. If you know those things, then you can say how much service of a given kind people are using. That is a question of economic fact; and this testimony presents some facts on services people are using. Potential demand is a question of politics and philosophy: How much child care service do people need? Each parent, each planner, each voter, each legislator decides the answer to this question for himself or herself. If a seven-year-old takes care of himself after school while his mother and father work has he a need for child care? This paper presents some parental attitudes about their needs and desires for child care services. Together with facts about current supply and use of child care, these data outline the picture for parents. The costs of child care services are then discussed. Voters, legislators, planners, and prospective operators may then decide for themselves the "need" for child care services.

A. The Demand for Child Care: Needs and Hopes

What services do parents want and use?

In general, parents want child care that is:

- Free, or inexpensive relative to their budget
- Near their homes, especially if they have several children

- At the right hours for the right length of time
- Of the "right" kind, with respect to sponsorship, facilities, program, personnel.

We know these facts from analysis of services parents now are using and from their replies to attitude surveys, and will discuss each in turn. The first three facts are by far the most critical.

a. Price of Services: Current Practice and Attitudes

In the nation as a whole, 70-80% of the child care arrangements of working mothers[1] are non-monetized.[2] That is, working mothers do not generally pay in cash for their child care service. Such service is "free": from the father, grandparent, older sibling, or bartered with relatives, neighbors and friends. And at least 10% of the children 0-14 of working mothers are simply left to care for themselves during working hours.[3]

Many parents believe that child care does not or will not or should not take up too much of their income. That has been indeed a reasonable belief. Years ago most Americans lived in extended families. Children of all ages worked and played with other children and adults of all ages, apprenticed to real-life, career activities at an early age--on a farm, in a shoemaker's shop. Parents worked for themselves, for bartered goods and services; grandparents helped, often with children; the whole family worked together on daily tasks.

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[1] Probably at least 5% of the users of formal child care are single fathers, but statistics are not available for this group.

[2] Assumed to be about 85% in Low and Spindler, Child Care Arrangements of Working Mothers in the United States, Children's Bureau Publication No. 461-1968, U.S. Department of Labor and U.S. Department of Health, Education and Welfare, 1968, Tables A-47 and A-48. Since child care is becoming increasingly monetized, we have estimated a range from 70% to 80%.

[3] 8% in Low and Spindler, op. cit., Table A-1. This is assumed to be an underestimate.

Mothers could support and care for their families, neighbors, communities, without being paid or repaid in money.

But the picture is changing. The extended family has broken up. Many mothers feel they can better support their families by working for pay. These sociological changes, and the movement for equal pay for women, mean that child care services are moving into the monetized sector of our economy. Like shoemakers and clergymen, those who take care of children now more and more expect to be paid, since if they spent their time in other jobs they would be paid.

Only a few percent of families with children 0-6 now have any nonparental adult living with the nuclear family, so the supply of "free" service has dropped off sharply. Opportunities for bartering or trading services are fewer and more skimpy: families move frequently, almost a third of mothers with preschoolers work outside the home, teenagers spend the bulk of their time with other teenagers. For many parents with young children, at the same time that regular, paid jobs seem more necessary and desirable, arranging child care becomes more difficult. In 1960 few parents paid more than $5 per week per child. In 1970 probably only about 5% of all parents paid more than $10 per week per child. By 1980 nearly every parent may have to pay.

What will happen in the 1970's? We expect recent trends to continue. In 1948, 10% of American mothers worked; in 1971, 43% work, including 30% of mothers with children under 6. In 1948, 10% of the U.S. labor force were women; in 1971, 42% are women. Economists expect nearly half again as many women to be working outside the home by 1980.

But how much can parents pay? Around the country, most poverty families can pay, if anything, only $2 - 3 a week per child--which, although it represents only 5 - 20% of the costs of organized child care, also represents, on the average, about 10% of family income. Average, private, child care center fees--which are in fact paid by some poverty families--come closer to 25 - 35% of family incomes. In general, families earning less than median incomes (about $10,000 a year) do not, and say they cannot, pay more than $6 - 12 per week per child (although most of the various kinds and qualities of organized care cost $15 - 55 per week per child). It is possible, however, that all parents (wealthy and poor) would pay more for child care that really met their needs.

In Massachusetts[1], when asked, how much would you be able to pay for the child care of your choice, parents responded:

	"I want the services I've got"	Nothing	$1-10/ week	$10-20/ week	$20+/ week	DK	
For one child	36% 140,400 families	8% 31,200	22% 85,800	17% 66,300	9% 35,000	8% 31,200	(100%)
For all the children	36% 140,400	2% 7,800	14% 54,600	14% 54,600	18% 70,200	15% 58,500	(99%)

(n = 390,000 families with children 0-6)

Parents say they would pay more money than they now spend if they could choose the child care they want. A third of all Massachusetts parents said they would pay more than $10 per week (for care of their choice, for their young children 0 - 6, excluding those in first grade). However, currently parents actually pay more than $10 per week for only about 6% of the children in Massachusetts.

In summary, then, the price of child care is critical in determining demand. There are everywhere long waiting lists for free organized child care. There is practically no effective demand for child care costing over $25 per child per week, although well-staffed child care in America costs more like $40 - 55 per child per week (see section on costs). There is an enormous gap between what parents can and will pay, and the costs of organized or formal child care. Parents therefore rely predominantly on non-cash arrangements, but such arrangements become fewer even while the need for them grows apace. And many children, especially afterschoolers, are left alone.

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[1] Tables are based on the results of the MEEP Survey, an area probability sample of 516 Massachusetts families with children age 0 - 6, conducted in November, 1970, by the Becker Research Corporation for the Massachusetts Early Education Project. The numbers are the result of an extrapolation from the percentages in the MEEP Survey, using as a base the 1970 U.S. Census datum that there are 683,161 children 0-6 in Massachusetts. The Massachusetts Early Education Project will publish Child Care in Massachusetts, A report for the Massachusetts Council on Education, in November, 1971.

b. Location of Child Care

Most parents use child care in their homes or within walking distance of their homes. Careful studies of American child care service show80 - 90% of child care arrangements to be in the child's own home[1] or within "three blocks of home",[2] "within five minutes of home", "near enough so my older children join the little ones after school".[3] Use of arrangements in the home is much the most common for families with several children; generally only for only children under 14 is there any widespread use of arrangements outside the homes.[4]

There is, moreover, considerable anecdotal evidence that reliability of use of child care (and of the parents' training and working) drops off as child care arrangements are found further from home. And far more working mothers with children 0 - 6 in Massachusetts, when asked, say they want child care near home than close to work.[5]

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[1] Low and Spindler, op. cit., Table A-1. Depending on one's assumptions, 60 - 90% of child arrangements may be assumed from this report to be at or near home.

[2] See for instance, San Diego County Department of Public Welfare, Preliminary Summary of Findings, Child Care Report, Project No. 339, San Diego County Department of Public Welfare (mimeo), 1968.

[3] From an industrial survey conducted in Boston, 1970, personal communication.

[4] Low and Spindler, op. cit., Table A-1.

[5] MEEP Survey, op. cit.

Many parents would in fact rather pay high fees than travel.

Parental Choice of Child Care Arrangement -- Cost or Closeness

Next door at $15 for all children	58%	(226,200)
Free and 1/2 hour away	33%	(128,700)
Don't know	9%	(35,100)
	100%	(390,000) - total families with children 0-6

(Source: MEEP Survey, op. cit.)

28% of those parents who choose "free and a half-hour away" also believe that, generally, closeness is more important than cost in selecting child care. The desire for care close to home does not vary with family income. The data also strongly suggest that whatever type of child care parents want (home or center) they tend to want it close to the family home.

Thus, location of arrangements is critical to parents. The pregnant mother with twins and triplets under three, with no car, in winter on an icy day, will perhaps illustrate the point: parents need and want child care arrangements close to home.

c. Care for the right number of hours, at the right time

Studies in Vermont,[1] California,[2] Illinois[3] and a recent national study,[4] indicate that at least half of all use of arrangements made for care with anyone other than the child's parent (whether in or out of the child's own home) occur outside the normal 9 - 5 working day, five days a week. It is probable that over half of child care services occur outside the daytime period 7 - 7. Millions of American mothers and single fathers work nights and weekends, and need child care at these times. Several comments from the 1966 report, "Day Care for Children in Massachusetts", published by the Massachusetts Commission on Children and Youth, highlight these needs:

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[1] State of Vermont Family Assistance Program, and Mathematica, Inc., Child Care Data Extract, from the Report on the Baseline Survey and Cost Projections, State of Vermont Family Assistance Program Planning Papers (mimeo), no address, 1971, Table XI, p. 89.

[2] San Diego Study, op. cit., front page.

[3] Personal communication from Keith McClellan, formerly of the Welfare Council of Chicago.

[4] Westinghouse Learning Corporation-Westat Research, Inc., Day Care Survey, 1970, April, 1971, Table 4.13, p. 161.

> "I can work only on weekends, seeing as I have no one but my husband to care for our child, and this is difficult for both of us as we never have a chance to spend a full weekend together as a family. In addition, it is hard for my husband to spend the entire weekend caring for a baby after working all week himself."

> "I work 3:00 to 11:00 p.m. and my husband starts work at 11:00 p.m., so he doesn't get the sleep he should."

Few parents want or need to seek child care 24 hours a day, seven days a week. Most such cases are special, emergency needs, now often (although inadequately) met by neighbors and foster homes. But we estimate that at least half of all working parents need care at times outside the standard five-day week daylight hours.

Many parents choose to, or have to, make multiple arrangements for the care of their children during working hours. The most common such arrangements combine school, kindergarten and nursery school with a father or mother at home before or after work. Older siblings are kept out of school, parents stagger their working hours (and rarely see each other), grandparents and neighbors step in when other arrangements are insufficient. Probably at least a fourth of all working mothers make such multiple arrangements regularly during their children's waking hours.

In Massachusetts, 62% of the children of working mothers who are regularly cared for out of their own home, also, when in their own home, are regularly cared for by someone other than their mother for at least some of the day or night. Of these 42,356 children, 21,178 are cared for by fathers and 11,614 by babysitters. The data suggest that at least 25,000 working mothers in Massachusetts regularly make multiple arrangements for their children.[1]

Many working mothers, in addition, ask poignantly for "a little extra child care so I can shop/do the laundry in winter/ visit my relative in the hospital." It seems plain, especially for single, working parents, that an enormous need exists to provide enough child care hours at the right time.

d. Child Care of the Right Kind and Sponsorship: Homes and Centers

Of the total number of child care arrangements in the United States, about 75% are in a home. Nationally, probably about half of all parents who want and/or need assistance in their child care would be expected to seek care in homes if it were nearby, inexpensive and the appropriate hours. Home arrangements are considered especially suitable for infants, some after-schoolers, children with special needs, children from isolated families and from large families.

In Massachusetts about 76% of young children are cared for regularly in homes:

Current Child Care Practices (excluding children in first grade)[2]

Own home with mother	47%	282,652
Own home with father	7%	42,097
Own home with someone other than mother or father	12%	72,166

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[1] From the MEEP Survey, op. cit., see also Westat Survey, op. cit., Table 4.13, p. 161.

[2] MEEP Survey, op. cit.

Other home	10%	60,139
Formal program (nursery school, private kindergarten, day care center, Headstart)	10%	60,139
Public kindergarten	13%	78,180
No answer	1%	6,014
	100%	601,387

Since public kindergarten is a 2-1/2 to 3 hour program, as are nursery schools and some Headstart programs, it seems likely that from 85-90% of daylight hours of child care occur in homes. Moreover at present many parents still seek home care, especially for infants.

Child Care Preferences of Massachusetts parents[1]

Parents' Preferred Type of Care	Percent	Approximate Number of families	Number of children in these families
Myself at home	39%	152,100	250,000 - 270,000*
Neighbor, friend or another mother in my or another's home	39%	152,100	250,000 - 270,000*
A center	19%	74,100	100,000*- 120,000
No answer	3%	11,700	19,305
	100%	390,000	670,000 (approximately)

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[1] From the MEEP Survey, op. cit. These estimates are based on an average 1.65 preschoolers per family. The ranges given for number of children are to account for the fact that we knew families using home care typically have more children than families using center care (the averages are unknown).

Many parents are delighted to have their children in centers;[1] probably half would ultimately choose centers if they in fact knew of nearby, available places in a good center. In Massachusetts, fewer than 6,000 families use day care centers, probably under 40,000 now have any contact with any kind of center care. Parents who use and like center care often mention the opportunity for experience with other children, pre-school education programs and field trips, after-school recreation and tutoring as benefits of center programs. It seems likely that many parents who now prefer "care in a home" for their children would also choose to use regular center care (such as nursery school) for at least some hours of the day--especially for children age 2-1/2 to 5.

Interest is also rapidly mounting in mixed home-care-center-care systems. Parents and eductors particularly like child care systems offering a choice of homes, centers or home-and-center care for each child. (See the section below on cost savings from mixed systems.)

Program Elements

Massachusetts parents report interest in the following characteristics of child care arrangements and programs.[2] From this list of sixteen program characteristics, parents were asked to select those they found "most important" and "least important" in a children's program.

1. Would provide meals
2. Would provide health care
3. Close to home
4. A program your child could be in as long as you want
5. Would involve parents
6. Would teach children how to read

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[1] See for instance, the discussion in Part IV of Child Care and Working Mothers, by Florence A. Ruderman, Child Welfare League of America, Inc., 44 East 25th Street, New York, New York, 1968.

[2] From the MEEP Survey, op. cit.

7. Would provide special toys
8. Speak many languages
9. Available anytime day or night
10. Staffed by men teachers as well as women
11. Close to place of work
12. Program with children like mine
13. Would provide TV
14. Racially integrated with children of various backgrounds
15. Would help children get along better with others
16. Give children chance to learn about community

Most Important Characteristics of Child Care Programs According to Massachusetts Parents

		Percent	Number of Families
1.	Help children get along better with each other	57%	222,300
2.	Close to home	41%	159,900
3.	Provide Health care	38%	148,200
4.	Provide meals	36%	140,400
5.	Racially integrated	23%	89,700
6.	Involve parents	22%	85,800

Least Important Characteristics of Child Care Programs According to Massachusetts Parents

1.	Provide TV	68%	265,200
2.	Speak many languages	49%	191,100
3.	Provide special toys	33%	128,700

There have been many other attitude surveys asking parents what type of program they want. Comparing these surveys leads to the conclusion that parents of necessity place highest priority simply on having child care, so they can work.[1] If you are starving and someone asks what kind of food you want, you say "Enough, at the right times at a price I can manage". This does much to explain why parents do not, now, speak first, or most forcefully, about types of programs preferred. As child care becomes more available however, we may expect parents to express their concerns for their children more clearly.

Sliding Scale Fee Structures

The basic question in constructing sliding scale fees is to decide how much to encourage demand and/or how much to help parents. As we have seen demand for child care is mainly a function of four factors:

1. Fees
2. Distance from home
3. Convenience of hours--whether there are enough hours at the right time for the right period of months or years
4. Type of program

Parents' commitment to work is also very important.

There are tradeoffs among these factors. For instance, about 40% of all parents may choose free, "ideal" care 1/2 hour from home to the same care next door at $15 for all children. But more parents will use child care at an inconvenient distance if they like the price and hours and program and expect the program to survive for all the years they need child care. (Most parents plan only a year ahead for child care but many care about continuity of care).

If the Government wants to help a high proportion of poor families subsidies must be fairly high. They should be set with respect to taxable family income, adjusted for family size and perhaps for special medical and other conditions of family need. As a rule of thumb, fees should be zero for families earning less than poverty incomes (that is, about

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[1] For instance few surveys show any program element, like reading, to have priority for parents. The social atmosphere and health, nutrition and safety take precedence.

$4,000 for a family of four). Near poverty families (up to $3,000 above "poverty" income, as defined by family income) can be expected to pay no more than $6-12 per week per child or about $15 per week for all children. These fees will probably average only 15 - 25% of the costs of care used by such families, yet fees higher than $12 per week per child will result in low demand from near-poverty families.

We do not know much about demand at higher fees. It can be expected that fewer than 5% of all families in all ordinary populations will pay over $20 per week per child and fewer than 1% of all such families would now pay $40 per week. As rules of thumb, families ordinarily will not pay more than 20-30% of family incomes for child care for all children; families living more than 15 minutes away from the program need higher subsidies (in the form of transport allowance); providing care for an hour before and up to two hours after work hours will increase demand and reduce the need for subsidies.

Vacancies in Child Care Programs

Turning to the legitimate (but often unfounded) concern with "empty slots" in day care programs, we can see that where care does not meet the basic elements of parental demand, parents are unwilling or unable to fill "vacancies".

Unfilled places and slots occur for several other reasons. In proprietary centers with paying parents, unused capacity is an indication of unemployment, of economic slump--of the fact that parents cannot pay full fees, even at the many centers not meeting Federal Inter-Agency Guidelines. That money is a critical problem is borne out by the long waiting lists that everywhere characterize the provision of free and subsidized care.

Where payment for care is not the principle concern for parents (for those parents for whom Welfare Departments contract for day care "slots") money remains critical for the center operators. Welfare Departments have in the past occasionally paid for empty slots on a temporary basis in order to help non-profit centers and providers get started or expand. Neither Welfare nor other agencies have sufficient start-up funds, and so service money must be used to get child care services going. Similarly, when the allowance per slot has been set too low, Welfare Departments may have to over-buy in order to cover the full costs of day care. If Welfare can only pay 90% of the real costs of care, the Department may have to pay for "extra" slots to cover a program's expenses.

It is extremely difficult to guarantee places for WIN mothers and other child care recipients without having empty slots or waiting lists sometimes; programming is difficult because children need continuity of service and cannot be moved around just to fill slots "efficiently". However, the total number of such "unfilled" places in child care programs is actually only a tiny percentage of total child services delivered.

Summary: The Elements of Demand for Child Care

Patterns of use of child care arrangements make very clear that finances, geographical convenience and appropriateness of hours of child care are of necessity the parent's first concern. When these primary needs are met, parents then can--and do--express their strong preferences for various program types and elements. Given a choice, some parents would always choose large, school-like centers; others would always choose tiny, cozy home substitutes. Some clearly want an educational environment at least corresponding to the responsive stimulation of middle-class homes. Other parents care only that their children in their absence be safe and protected. And many parents have different views over time, with respect to different children, and with respect to their children at different ages.

For these reasons, diversity seems a critical element of demand as we know it, even after distance, financial need and appropriate hours have been taken into consideration.

75-90% of all parents[1] might be expected to use free, nearby, or in-home child care of the "right" kind, at hours appropriate to their work, training and other needs. Conversely, fewer than 1% of all parents will use well-staffed child care for which they must pay full costs. And demand is both unreliable and weak where child care is very inconvenient or at the wrong hours.

B. The Supply Side: Costs, Quality and Funding Issues

This section is concerned with supplying the child care parents want: what do different kinds of child care cost and how can these costs be met? Understanding child care costs, so as to be able to compare different programs, requires discussion of why costs vary so much among different programs:

- Children's Bureau figures put the average cost of "desirable" care at $2,300 - 2,400 per child-year;[2] so does the Abt study[3]
- Westat Survey figures show "custodial" care being delivered for $354 per child-year[4]
- Commercial child care in America costs $1,000 - 2,000 per child-year; non-profit child care is often more like $2,000 per child-year.

What do these figures mean and how are the differences to be explained? There are three major reasons why these costs vary so much: they have to do with data questions, pricing questions and "quality" and efficiency questions. The first two are easy. Defining terms, standardizing "units" of service, and deflating for region of of the country and inflation changes, bring us to the point where we are all talking about the same resources used for child care. "Quality" and efficiency questions are more difficult, for the quality of child care lies to some extent in the eye of the beholder. One man's slum is another man's palace, or prison, or haven; so also with child care. Unless we agree about "quality", it is impossible to discuss "efficiency", for efficiency means delivering a given level of quality at the least cost. One observer will say "more resources are used at Center X than Center Y; the service must be better there at X". Another will say, "Centers X and Y have the same service but more resources are used at X so Y is more efficient". These issues are discussed in this section in the context of major cost studies and the "Developmental" vs. "Custodial" debate on child care. The section then concludes with discussion of how child care costs are presently met and how they may be met in the future.

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[1] Probably at least 10% of the child population has at some time some special need that might keep a parent from using ordinary child care.

[2] Children's Bureau of the U.S. Department of Health, Education and Welfare and the Day Care and Child Development Council of America, "Standards and Costs for Day Care", 1968 (hereinafter called the CB-DCCDC Budget).

[3] Abt Associates, Inc., A Study in Child Care, 1970-71 (OEO Contract No. OEO-B00-5213), 55 Wheeler Street, Cambridge, Massachusetts 02138, April, 1971.

[4] Westinghouse Learning Corporation (Westat Research), OEO Contract No. 800-5160. Day Care Survey 1970, April 16, 1971.

1. Data Questions

There are many differences in how costs and services are reckoned. In order to be able to compare programs and estimates the need for resources, line-item budgets and program information must be put into standard form. Perhaps the easiest form uses:

- a standard, 10-hour program, day or night[1]
- a standard, 250-day year (52 weeks, ten holidays)[1]
- "full-time equivalents" (FTE) for children and staff reckoned in terms of hours of service delivered. Thus the staff-child ratio is staff hours (paid and unpaid) divided by child-hours. The cost per child-hour is the cost for hours children actually use, not hours the program is open. Although the standard

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[1] The CB-DCCDC "Standards and Costs" conform to these standards.

program is open 10 hours, the average child is at the center 8.5 hours.[1] Thus, three children who are present, respectively, three hours, three hours and two and a half hours, represent one full-time equivalent child. Cost per child-hour delivered, and costs per day, for a full-time equivalent child, will thus be about 15% higher than if centers were filled throughout the day. Costs on this basis give a more accurate picture of child care costs.

- Costs per child-year, both on an average daily attendance basis and on an enrollment basis. The Abt Study gives costs on the basis of average daily attendance (ADA), which conforms better with the standard we have given for costs per child-hour or child-year delivered. However, nearly all other studies, including the CB-DCCDC "Standards and Costs", give costs per year on an enrollment basis. In the Abt Study, ADA was found on the average about 12% less than enrollment, but there was a fairly wide range of differences between the ADA and enrollment for a given center. There is, for instance, some evidence indicating that absenteeism is higher--almost double--where parents must travel 15-30 minutes than if they can walk to their child care program. Costs for services actually delivered will thus be higher at such a center. Instead of receiving 250 days of service less 12%, the average such parent receives 250 days less 25%; the cash costs per hour of service used are thus higher at such a program. If the parent is paying the costs we can say that the parent has "paid his money and taken his choice of service or not-service",

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[1] This is the average found in the Abt Study; it is substantiated by averages reported in the Westat Survey, op. cit., Tables 3.11 and 4.14. The Abt Study gives costs per child-hour on this basis of child-hours used, not those available.

(although many parents have real difficulty in winter travelling daily with little children and the "choice" is in many ways forced). But if the government is paying the costs, the difference between ADA and enrollment may seem to be a public issue, and the government may attempt to bring down the costs of service (delivered) by over-enrolling (if absenteeism is fairly reliable), or by providing child care near parents' homes.

- Fully costed budgets. This means that costs are given or imputed for all resources used by all programs. This requirement is critical to program comparison for two reasons. The proportion of budgets in-kind (donated and volunteered) is very variable, ranging in the Abt Study from 5 to 70% (the average was 23%). The future supply of donations and volunteers cannot be accurately predicted (empty church basements are disappearing and women now more and more are working for pay, but teenagers, grandparents and men are becoming more and more involved). Thus the time of proprietors should be "salaried" at going rates; inordinate overtime or vacations given up by staff should be costed. The parent-Saturdays contributed for making equipment, and the nightly phone calls for fund-raising and parent consultation, must be included as costable staff time if program inputs are to be compared.
- Separate budgets for recurrent costs and start-up costs. Recurrent costs are those borne yearly, including amortization of buildings and major equipment. (Amortization may be implicit in rental figures.) Start-up costs are the once-only costs of beginning a program or conducting major expansions. They include finding and renovating space; licensing; recruitment and initial training of staff (over and above the level that recurs); payments for staff, interest, utilities and space before the program opens;

fund-raising, community relations, program planning, and ordering supplies (over and above the level that recurs); the time spent getting loans and mortgages. They do not include interest on loans for buildings, equipment and working capital after the program is underway. Fully costed (cash paid) start-ups may cost $500 - 1,000 per child, but typically many resources are donated. Beginning viable new programs usually takes at least an aggregate person-year of time and effort.

It will be seen at once that these points account for many of the differences in reported costs of child care. For instance, in many commercial centers the proprietor's profits, if any, are his "salary"; sometimes his returns are derived chiefly from owning the building, through renting to himself and tax write-offs. It is common for members of the proprietor's family to work unpaid, for families to live at a center and/or eat program food. In the Westat Survey, the interviews did not pick up this type of information about in-kind resources. Calculation of full-time equivalent children in that Survey was based on a seven-hour "full day" and two part-time children were considered equal to one full-time child, even though the typical part-time child is present for only 2-1/2 to 3 hours. This calculation over-estimates the number of children, and under-estimates costs, with respect to our "standard", by at least 10-20%. Moreover, number of days per year are not specified in that Survey. This can be important; the range in days per year in the Abt Study was 225 days to 253 days.

Taken in the aggregate, the data differences alone easily account for the reported differences in costs between the "developmental" centers of the Westat Survey (average cost $1,368) and the centers and systems of the Abt Study (average cost about $2,300). The problem of data differences should also be kept in mind in comparing day care costs with public school costs (for a five-to-seven hour day, 180 days per year), which usually do not include costs of central administration, occupancy, land values, land taxes foregone, free lunches and medical care, etc.

2. Pricing Questions: Regional Differences and Inflation

The Abt *Study* and CB-DCCDC budget are in terms of national, average costs. Prices vary around the country by as much as 100%, and should therefore be price-adjusted for each individual state. For example, using National Education Association teacher-salary indices for this purpose (day care teachers receive, on the average, about 65% of public elementary school salaries but vary in about the same way among states), the Massachusetts index is 103.1. Urban prices within one state usually exceed rural prices, in Massachusetts by as much as 10% or even more. Thus the Abt and CB-DCCDC averages should be multiplied by 103% for a Massachusetts average, and by as much as 110% or more for the Boston metropolitan area.

The CB-DCCDC budgets date from late 1960's data; the Westat and Abt studies refer mainly to 1970 data. Inflation effects have been uneven, because of unemployment and differential real estate changes, but clearly prices have been rising. Salaries may be expected to continue to rise due to unionization of child care workers, equal pay for women, the increased hiring of men, cost of living adjustments, and, possibly, some difficulty in securing scarce resources (space, directors) as day care becomes more common, and more and more arrangements are cash paid.

Thus day care programs beginning in 1972 would be expected to cost at least 10 - 20% more than the budgets presented in the Appendix, simply for pricing reasons.

3. Questions of Costs and Quality

In this section we will survey three studies of day care costs upon which cost estimates for national child care are being based, analyze the reasons for differences in costs and estimate costs appropriate for universal national child care for 0-6 year olds. Assuming all the data problems and definitions resolved, remaining differences in costs should be due to differences in quality of service delivered. But what is "quality"? What would these "quality differences" be? In fact there are at present no adequate ways to measure the effects and/or quality of child care, and the measures we do have show no reliable "output" differences among programs[1] (except for programs clearly unsafe or otherwise abusive to children). Such measures and evaluations as we have are mostly oriented to cognitive achievement and are controversial with respect to goals[2] and methods of use[3]. The critical question of measuring social and emotional development of children is still in infancy[4]. How then may we evaluate program differences resulting in differences in costs?

Presently there is a hot debate on "Developmental" versus "Custodial" care, of "Desirable" versus "Minimum Care. In the absence of acceptable ways to measure the effects (output) of different programs, we shall discuss implicit and explicit definitions of "quality" used in the three major cost studies now available. It will be seen that prevailing views of quality are defined in these three studies in one or more of the following different ways:[1]

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[1] See for instance the well-known discussion of this point by Professor Carl Bereiter, "An Academic Proposal for Disadvantaged Children: Conclusions from Evaluation Studies", a paper presented at the Johns Hopkins University, February 1971.

[2] See for instance Cole, Michael and Jerome S. Bruner, "Preliminaries to a Theory of Cultural Differences", (mimeo), Rockefeller University and Harvard University, n.d.

[3] See for instance, Campbell, Donald and Albert Erlbacher, "How Regression Artifacts in Quasi-Experimental Evaluations Can Mistakenly Make Compensatory Education Look Harmful", in The Disadvantaged Child, Vol. III, pp. 165-210, edited by Jerome Hellmuth, Brunner-Mazel, NYS, 1971.

[4] Personal communication with Dr. Dan Ogilive, Cambridge, Massachusetts, a leading researcher in the field.

- presence or absence of a "preschool program" or explicit early childhood education activities,
- program scope, defined as the presence or absence of educational programs, meals, transport, medical care, staff training, community work, parent counseling, etc.,
- staff-child ratios (teacher-child ratio, administrator-child ratio, supplemental program staff-child ratio); more staff-time per child is considered more favorable.

The CB-DCCDC Study

Perhaps the most widely quoted set of data on the cost of day care was assembled in the late 1960's by Jule Sugarman, then of the Children's Bureau of the U. S. Department of Health, Education and Welfare[2] and Lawrence Feldman, then of the Day Care and Child Development Council of America. Separate estimates are available for:

- full-day care in a center (ten to twelve hours per day, 52 weeks per year),
- full-day organized family day care in which one woman cares for four to six infants and/or children in her own home, approved, paid and supervised by Government or other agency (ten to twelve hours per day, 52 weeks per year),

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[1] It is not the intention of the present authors to support the following operational definitions of quality to the exclusion of others. These three points may be considered as indicators of and pointers toward quality. Moreover, a favorable staff-child ratio may be a necessary but probably not sufficient factor in child care quality. Finally, since quality is "in the eyes of the beholder", it seems likely that different parents will for a long time have different views of quality.

[2] The Children's Bureau has since become the Office of Child Development, HEW. Jule Sugarman is now Human Resources Administrator in New York City.

- before and after school, and summer care for school-age children.

Before analyzing the cost of these different types of day care, the HEW data are broken down by differing "quality" of care:

- minimum quality,
- acceptable quality,
- desirable quality.

Minimum quality was defined as "the level essential to maintain the health and safety of the child, but with relatively little attention to his developmental needs"; acceptable quality was defined "to include a basic program of developmental activities as well as providing minimum custodial care"; and desirable quality was defined "to include the full range of general and specialized developmental activities suitable to *individualized* development."[1] The figures in the table ". represent a consensus among a number of experts of what would be required at each level of quality. The figures for desirable care represent far from the best facilities, staff, and equipment that money can buy but take into account budgetary limits."[2]

Table 1

STANDARDS AND COSTS OF DAY CARE
PER CHILD PER YEAR (CB-DCCDC)

	Minimum	Acceptable	Desirable
Day Care Center (pre-schoolers)	$1,245	$1,862	$2,320
Family Day Care (0-6)	1,423	2,032	2,372
Before and After School and Summer	310	653	653

Source: "Standards and Costs for Day Care," op. cit., Table 1.

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[1] "Standards and Costs for Day Care," first page; their italics.

[2] Lawrence C. Feldman, Executive Director, National Committee for the Day Care of Children, "Memo to Staff, Senate Finance Committee Re: Day Care Programs Authorized by H. R. 12080," p. 3.

Detailed CB-DCCDC budgets for these three quality levels of center care and family day care are included in Appendix A as Tables 1 and 2. The marginal cost of each superior quality level is presented in Appendix A, Table 3. Careful analysis of the three quality levels shows that costs vary with the staff-child ratio: nearly all the increase in costs for higher levels of quality can be attributed to more staff time.

Family day care is often thought to be inexpensive. It will be seen here to be approximately as expensive as center care because the adult /child ratio is more favorable, (a critical fact since most organized infant care is in family day care). That this is accomplished without raising costs above those of center care is due to the fact that provider mothers' salaries in family day care are only slightly above poverty level (in many individual cases below poverty level).

With respect to centers, "increases in quality," between minimum care and desirable care, can be attributed about 60% to more staff in teaching, and supervising in the classroom. Another 30% of the increase in quality is to be accomplished through expanding the program's scope: an extra meal, transport, medical care, parent and community work, and teacher training. Expanding program scope may be seen principally to benefit adults; the children receive directly only the meal and medical care. A final 10% in quality improvement is to be accomplished through extending space, supplies and especially, administration. Seen another way, the improvements in quality which affect the children directly are considered to be almost entirely in providing extra staff who work directly with children. That is, "quality" increases in the CB-DCCDC program are presented chiefly in terms of a more favorable staff-child ratio

The Abt Associates Study

A study by Abt Associates[1] provides a second major source of data and information on child care centers. This study involved an in-depth description and analysis of 20 day care centers and systems which the directors of the study believed were among the better centers and systems of their kind in the country."[1]

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[1] Abt Associates Inc, A Study in Child Care, 1970-71, four volumes, prepared for the Office of Economic Opportunity pursuant to OEO contract number B00-5213, 55 Wheeler Street, Cambridge, Massachusetts, April 1971.

In selecting these centers, quality was not rigorously defined, but rather it was assumed that "well-known child care centers are doing a good job, and that these centers could be described."[2] First, 132 'quality' centers were nominated by the Office of Economic Opportunity, the Department of Health, Education and Welfare, the Department of Labor, the National Federation of Settlements and Neighborhood Centers, the Child Welfare League, the Urban League, and the Day Care and Child Development Council of America.[3] Forty-two centers were chosen for further study, and finally 20 centers were selected. "Final selection was based on overall project quality, presence and variety of quality program elements, and coverage of 'special case' situations."[4] Final selection represented "high quality" centers in different geographical locations serving groups of diverse ethnic and economic backgrounds.

Budget Analysis: Functional Budgeting in the Abt Study

In analyzing the very varied costs of the programs covered by the survey, the Abt team imputed costs to all major in-kind resources except the services of trustees, and adjusted for regional and fiscal year differences. Line item budgets were then transformed into functional budgets[5] to permit analysis of major activities and a breakdown between personnel and non-personnel costs. (In functional budgeting cost data is collected from line item budgets: so much money for a director, for crayons, etc. These costs are then allocated to program activities: teaching, medical care, etc. A worksheet for functional budgeting is in Appendix A as Figure 1.) Functional budgeting is essential to determine which activities all child care programs provide and the depth of the activities; which are supplementary, for whose (direct) benefit they are intended, and what percent of the budget is allocated. It is also essential for comparing budgets on these points.

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[1] Ibid., Vol. I, p. 5.

[2] Ibid., p. 4.

[3] Abt Associates Inc., op. cit. Vol. 2, p. 6.

[4] Ibid.

[5] The technique for doing this is to be published in 1972 by Abt Associates, Inc., 55 Wheeler Street, Cambridge, Massachusetts 02138. See also the similar but far more detailed plan for functional budgeting prepared by Keith McClellan and available from the Welfare Council of Chicago, 64 East Jackson Boulevard, Chicago, Illinois, 60604, July 1971. The former system is simple to use; suitable for rule of thumb analysis in all types of child care operations. The latter method is a more sophisticated management tool requiring excellent records and considerable expertise.

The functional budgets used by Abt reduce all (recurrent) expenditures to Child Care and Teaching, Administration, Occupancy, Feeding, Health, Transportation and Supplemental Programs. The first four functions are Standard Core Activities performed by all full-day programs. Health is a Varying Core function provided by some programs; Transportation and Supplemental Programs appear if at all in very varied form.[1]

Based on their study of these 20 centers and systems, Abt also outlined and estimated the cost of model programs for day care centers of 25, 50 and 75 children. These programs were considered to be "good" and were designed to include "early childhood education." An average teacher-child ratio of 1:5 was considered "sensible," with more favorable ratios for very young children.[2]

The three different sizes of day care programs are assumed to be non-profit and existing in an urban setting. They operate from 7:30 a.m. to 5:30 p.m., Monday through Friday, 52 weeks a year. They involve care for children three to five years old not including any severely handicapped children. All include an equal number of classes for 10 children and 15 children, the older children in the larger classes.

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[1] Appendix Table 4 summarizes the expenditures in each category by percent of each of the twenty centers and systems included in the Study of Child Care, 1970-71.

[2] Ibid., Vol. III, p. 44.

There is one teacher and one assistant teacher in each class with a "floating aide" for every two classes. It is assumed that no volunteer labor is available (these budgets, like the CB-DCCDC budget are fully-costed, but a budget could be fully worked out and then some staff positions filled by volunteers or equipment donated). Each center uses a single building with adequate indoor and outdoor space. The staff training program consists of initial orientation and in-service training. No formal educational requirements are set since "formal education does not seem to be a reliable indicator of staff quality."[1]

Services at these centers include child care and teaching, and minimal health services. All children would be required to have medical and dental examinations before admission and annually thereafter, but would receive all innoculations and immunizations as needed. All centers would serve hot lunches and morning and afternoon snacks.

Here, we will concentrate on a day care center with an average daily attendance (ADA) of 25 children. The staff of ten includes:

1 director, full-time
1 secretary, 1/4 time (10 hours per week)
2 teachers, full-time
2 assistant teachers, full-time
1 aide, full-time
1 cook, part-time (20 hours per week)
1 custodian, part-time (10 hours per week)
1 nurse, part-time, (4 hours per week)

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[1] Ibid., p. 47.

MODEL FUNCTIONAL BUDGET FOR A CENTER WITH TWENTY-FIVE CHILDREN (ADA)

Category	Percent of Total Cost	Total Cost	Cost per Child
Care and Teaching	52%	$30,803	$1,232
Administration	22	12,845	514
Feeding	12	6,893	276
Health	1	824	33
Occupancy	13	7,354	294
TOTAL	100%	$58,719	$2,349

Source: Abt Associates Inc., A Study in Child Care, 1970-71, Vol. III, Table II, p. 53.

In Appendix Table 5, the detailed budget is presented. Personnel costs amount to 76% of total costs while 6% is for food and 9% for rent. According to the Abt study, "costs are representative of what was found in our sample of quality centers. [However, costs] may vary considerably from these estimates depending on local market conditions." Personnel costs are based on the average salaries paid at the sampled centers.

CB-DCCDC-Abt Budget Comparison

The "desirable" CB-DCCDC budget and the Abt budget appear quite similar in cost per child, but it should be remembered that the Abt budget costs are for ADA children. Thus the average Abt cost per enrolled child is not $2,349, but about $2,067. Moreover inflating the CB-DCCDC budget (which was drawn from late 60's data), to 1971 figures would probably raise the cost per child for the "desirable" program to $2,500 to $2,600. (An exact figure cannot be given without analysis of the data used to construct the budgets.) With these two points in mind the higher cost is largely accounted for by transportation, the social worker and specialized classroom personnel provided in the CB-DCCDC budget and a more favorable staff-child ratio in the CB-DCCDC program. Otherwise functional analysis of both budgets shows similar percentages spent for staff functions (the job titles are different, but the functions are similar).

Abt Associates found "warmth" of center (measured in terms of teacher response to children) to be highly significantly correlated with teacher-child ratio and administrator-child ratio. "Scope of program" (presence of supplemental programs) was not clearly related to "warmth of center." The Abt model program is, therefore, intended to represent just standard child care activities for the direct benefit of children. (Supplemental programs can easily be added to the standard budget; a discussion of these programs and their costs from the Abt study is presented as Appendix B. The range in additional cost due to supplemental programs and transportation was 0-37%.)

Since the administrator-child ratio was found to be an even better predictor of "warmth" of center than the teacher-child ratio,[1] the Abt model programs emphasize the director. In actual fact the director usually combines in one person many of the staff functions separately presented in the CB-DCCDC budget. The pie charts for directors' time in the Abt study show a good deal of staff training, parent counseling, community work, business functions, etc., to be normal (not "Supplemental Program") activities by directors.

The Abt study found that cooks are often important "teachers," who buy, prepare and serve food with the children. The presence of a cook and some price differences (notably rentals) complete the other differences between the "desirable" CB-DCCDC and Abt budgets.

In summary those who designed these two model budgets agree upon an operational definition of "quality" which emphasizes personnel inputs and consists primarily of child care and teaching personnel in favorable teacher-child ratio. An important but secondary emphasis is placed on support personnel, whose major function is to support teachers in working with children.

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[1] Both were highly significantly correlated with warmth.

Economies of Scale; Possible Advantages for Centers Organized in Systems

For the model (Abt) child care centers with an ADA of 50 and 75 children, total cost comes to $111, 135 and $164, 186 respectively, with per child cost dropping to $2, 223 and $2, 189 (ADA). Cost per child-hour decreases to $1.06 and $1.04.

The 20 in-depth studies suggested that as the number of children in the center increases, the amount of staff time necessary for teaching and the time required of nurses rises proportionately, but for cooks and maintenance staff, the time rises slightly less than proportionately. For larger centers, the support staff remains the same but works longer hours.[1] The need for administrative staff rises slightly less than proportionately.[2] The actual cost estimates indicate that the economies of scale are modest: $2, 223 and $2, 189 for 50 and 75 (ADA) centers, respectively, compared to $2, 349 for the center with an ADA of 25.

It is possible that these figures underestimate the possible gain in efficiency. It was assumed not only that occupancy cost per square foot remains constant as size of center increases, but also that the total square feet of space required per child does not change with the number of children served. Although this assumption was made, the study suggests that space required may decrease somewhat.[3] The size of the kitchen, administrative offices, and the outdoor playground area may not need to increase proportionately.

However, even the small decrease in per child cost for the large centers may be illusory. The authors of the study believe that "the larger centers seem to find it harder to provide quality child care even when they

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[1] Abt Associates, op. cit., pp. 44, 50.

[2] Ibid., p. 43

[3] Ibid., p. 63.

can maintain favorable staff ratios.[1] It is suggested that administrative problems may be the cause. Thus, for a given level of quality there may be no gain in efficiency from larger size, within a single center.

Possible Gains to be Derived from Systems of Centers

The Abt survey included only seven systems, one of which is a family day care system. On the average, system costs were lower than for single centers (see Appendix Table 4), but the range in costs was very wide. Possibly due to the small size of the sample, no statistically significant difference in costs was found between centers organized in systems and independent centers (nor was there a significant difference between them in "warmth"). Further research is needed to ascertain if there may not be administrative economies associated with systems of centers. Clearly fund-raising, and the ability to attract top professonal staff, are advantages with systems.

There also may be major cost advantages from *mixed, home-care-center-care systems*. Experience with such systems is at present too scanty to be sure, but some of the following points may obtain.[2]

Center care and home care each, respectively, cost less for certain categories of children (e.g., certain kinds of disabilities; infants and isolated children). A mixed system might permit most children to be in their least expensive care. A mixed system can probably respond faster and with less expense to changes in demand, reduce transport costs, widen the pool of volunteers and donations. (Some volunteers and donations are more easily recruited by homes, others by centers.) Staff training, health care and career parent support in family day care are probably less expensive when associated with a center; top professionals may be more easily attracted to mixed systems (especially men); emergency care is simpler in a mixed system; facilities costs may be lower in some instances. All of these considerations lead to the speculation that child care in mixed, home-care-center-care systems might be delivered for about $2,000 per child-year (recurrent costs, 1971 dollars).

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[1] *Ibid.*, Vol. I, p. 8. Italics ours. "Quality" throughout Vol. I of that Study is defined chiefly in terms of "warmth" of center. Elizabeth Prescott of Pacific Oaks has reached similar conclusions in "The Large Day Care Center as a Child-Rearing Environment".

[2] The points which follow are suggested by the consulting experience of one of the authors.

The Westinghouse-Westat Survey

A third source of data and information on day care is found in another survey conducted for the Office of Economic Opportunity in 1970.[1] The study included a survey of 289 day care centers, 577 parent users, and an area probability sample of 134 day care homes and 1,812 families which were potential users of day care, each having at least one child nine years old or younger and each with family income below $8,000. It makes no attempt to evaluate centers, but more completely describes what *exists* in the form of full-day care (not part-day child care, Head Start or part-day Kindergartens) than any other study.

Three different types of day care were distinguished in the Westat study. Type A is defined as "custodial [offering] food, shelter, and supervision, but makes no attempt to provide education or other services, such as health care and family counseling." Type B is defined as "educational [offering] food, shelter, adult supervision, and some kind of educational program." And Type C is defined as "developmental" [offering] food, shelter, adult supervision, and educational program, and all or some of the following components -- health care, parent participation, counseling, social and creative activities."[2] The centers of the sample were categorized as A, B, or C by an expert in child care on the basis of the facility, staff, equipment, program. and the ancillary services. It should be emphasized that designations A, B and C were not interpreted as "poor," "good," "excellent." The *Survey* did not involve an evaluation of centers: they were classified on the basis of program goal rather than success at achieving goals.

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[1] Westinghouse Learning Corporation and Westat Research, Inc., *Day Care Survey 1970*, Report to the Office of Economic Opportunity pursuant to contract OEO B 00-5160, April 1971.

[2] *Ibid.*, p. 8.

The survey results indicate that Type A day care costs averaged $324 a year, B about $540 a year, and C $1,368 a year per full-time equivalent child. Comparing proprietary and non-proprietary centers, where proprietary is defined as a center "operated for profit," average cost for the former was $456 and for the latter was $1,140.

Westat, CB-DCCDC and Abt Budget Comparison

The Westat cost figures seem strikingly different, but unfortunately cannot easily be compared with the CB-DCCDC and Abt budgets. The cost interview was necessarily brief and did not include the days of data search performed in the narrower Abt survey. In-kind resources were probably much under-estimated.[1] Space costs appear to have been reported unevenly and less reliably than other costs. The cost of management (especially of managers "paid" via profits, and rentals on buildings), and of staff contributing overtime is included irregularly, probably less reliably for proprietary centers. The reckoning of "full-time equivalent" children was not done on an hourly basis but by combining two part-time children, which leads to an underestimate of costs, and it is also not clear just how food and health costs were handled for part-time children. Because of these and other limitations, no functional budgeting or staff-child analysis can be attempted for comparisons with CB-DCCDC and Abt budgets.

Aside from data problems, it seems very unlikely that the reported differences in costs between Types A and C are solely attributable to differences in scope of activities despite the fact that the types are nominally differentiated in terms of scope. An "educational service," say a Bereiter-Engelmann program regularly taught by a Type A teacher might conceivably double the cost of the Type A program (materials, teacher training, etc.) but certainly would not quadruple the costs. Moreover, as we have seen, health, parent programs, etc. add only marginally to child care budgets. The differences are probably basically due to differences in staff-child ratio, (where most of the extra staff in the more costly programs are classroom-oriented rather than in "supplemental programs") and to salary differences.[1]

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[1] The interested reader may wish to refer to the Westat and Abt questionnaires available from these two companies. One of the present authors, in costing dozens of child care programs, (proprietary and non-proprietary), has yet to find a program with fewer than 5% of the resources in-kind.

In the Abt survey for instance, the overall, average, child-related staff-child ratio was about 1:4. Early results of the Westat survey showed Type C centers to have an average, child-related staff-child ratio of about 1:6 and the average Type A center ratio about 1:15.[2] Questions of number of staff and program scope are related, and it is difficult to know how staff were counted in the Westat Survey, but the most important difference between centers surveyed by Westat and those surveyed by Abt seems to be the differences in staff-child ratio. This is a critical matter for national planners, since Type A, and many Type B centers would not meet Federal Inter-agency Requirements projected for 1972, let alone the more stringent Federal Inter-agency Guidelines on the books in 1970.[3] Moreover, many people feel that on the principle of "first doing no damage" that they prefer centers with a home-like staff-child ratio.

The second major difference has to do with salaries. The national median salary reported by Westat for staff and directors was just above poverty level, and most Category A workers were below the poverty level for a family of four.

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[1] Increases in cost due to supplemental programs and activities are primarily staff costs, so there is an overlap between the increase in cost due to "scope of activities' and the increase due to a more favorable, overall staff-child ratio. It is however, the teacher-child ratio improvement which is at issue here and which probably accounts for more of the differences in costs between Type A and Type C centers than does "scope of activities".

[2] From an OEO work progress statement dated 1 March 1971.

[3] As of September, 1971, it appeared that the Requirements might specify a teacher-child ratio of 1:4 for infants and 1:8 for pre-schoolers. The over-all, child-related staff-child ratios in programs meeting the Requirements would therefore be even more favorable than 1:4 and 1:8.

ESTIMATED PERCENTAGE DISTRIBUTION OF SALARIES OF FULL-TIME DAY CARE CENTER STAFF BY CATEGORY

Salary per Month	Category A	Category B	Category C
$300 or less	76.1%	47.8%	26.3%
301 - 400	16.1	29.0	29.8
401 - 600	5.8	18.2	34.8
601 - 800	2.0	3.9	6.7
801 - 1,000	0.0	0.8	2.0
1,001 -	0.0	0.3	0.4

Source: Westinghouse Learning Corporation and Westat Research, Inc., *Day Care Survey 1970*, Table 2.50, p. 74.

Presumably the Federal Government, in any Federally supported child care program must expect to pay salaries well above the present norm, because of Federal minimum wages, equal employment opportunity laws, projected unionization of teachers, further teacher training and certification, etc. Thus the CB-DCCDC and Abt budget salaries must be seen as far more realistic for national planning.

Returning to the three indicators of "quality" mentioned earlier, it will be seen that the three have very different cost implications. *An "educational program package"* could be added to a 50-child "custodial" program, (for one to two hours a day for each child), for about $3 per week per child. This cost would include materials, and an increase in salary (over the national median) for a specially trained teacher but would not much affect the teacher-child ratio. It is doubtful that such an addition would affect childrens' cognitive development, but our present measures are inadequate to be sure. (We also do not know how educational programs work if they work. It may be that the expectations of teachers or interaction with teachers or presence in a school-like environment is what causes such changes as do occur. Possibly such programs work by increasing the staff time devoted to certain individual children.[1])

One can also enormously expand educational opportunities for children throughout a full day. Doing this would mean adding significantly to staff time and is, therefore, discussed below as a change in teacher-child ratio.

"Expanding the scope" of a standard core "custodial" program (adding supplementary programs) would add more to costs, perhaps as much as 20-30% to a standard core budget of any initial level. These additional funds would be used primarily for the (direct) benefit of adults rather than for increasing staff time with children.

Improving the teacher-child ratio adds much more to costs[2] but favorable ratios are the implicit mechanism of ensuring quality as seen by the CB-DCCDC staffs and the directors of most of the centers and systems surveyed by Abt. In addition, the salient cost differences between Type A and Type C centers in the Westat Survey are probably primarily teacher-related, as are differences in "warmth" and costs among the centers in the Abt Study. Improving teacher-child ratios usually also implies that the extra teachers are motivated to provide a stimulating, educational environment and program for children and may also add to program scope.[3] The teacher-child ratio thus appears by far the most powerful influence on both costs and "quality", as operationally defined in the studies cited, and is mainly responsible for the designations "desirable" and "developmental".

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[1] There is some evidence comparing Sesame Street to real-teacher programs that suggests that "educational activities" accomplish more when there is "human" (as distinguished from TV) teaching time involved. See Sprigle, Herbert A., "Can Poverty Children Live on 'Sesame Street'? in Young Children, Vol. XXVI, No. 4 (March, 1971), pp. 202-218.

[2] The increase in costs for given changes in ratios and salaries has been worked out in a computer model published as: Potential Cost and Economic Benefits of Industrial Day Care, A Report prepared by the Inner City Fund for the U.S. Department of Labor, May, 1971.

[3] Conversely, adding "educational activities" and widening program scope do not necessarily make much difference to the teacher-child ratio.

In summary, there appear to be clear trade-offs between costs and quality, where quality is defined first in terms of staff-child ratio and secondarily in terms of program scope. Presence or absence of an "educational program" is not a comparably vital issue for costs. Meeting Federal Inter-agency Requirements, providing a home-like environment, planning that meets the Children's Bureau "desirable" "Standards", results in budgets reflecting costs of at least $2,000 per child-year.[1]

Funding: Who Pays?

Previous sections show that fully-costed, "good" child care costs upwards of $2,000 per child-year, not including start-up costs and bureaucratic costs. Child care with less favorable staff-child ratios and with narrower "scopes", (but licensable in most states), costs from $1,000 - 2,000 per child-year. We know that most parents will not or cannot pay even $20 per week per child. So who pays the cost of child care?

The Abt and Westat studies give a clear picture of the funding of formal American child care. In the Abt Study of "good" child care, Federal, State and local governments were found to supply about half of all resources to formal child care. Another 23% of all resources were in-kind (volunteers and donations). About 10% of all resources come from private and community agencies, and parent fees account for only 15% of total costs.

The Westat Survey data are not dissimilar. The Survey did not adequately collect data on in-kind resources (estimated by one of the present authors as 5-10% of the resources used in proprietary programs and 15-25%

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[1] Section 3, "Questions of Cost and Quality" will appear in Day Care-- Who Cares?", edited by Pamela Roby (Basic Books, 1972) as part of the chapter on "Economics of Child Care", co-authored by Ralph Husby.

of the resources used in non-proprietary programs). With respect to other sources of funds, Westat also found over half of total resources to come from Federal, State and local government agencies, including Welfare.[1] On the same basis, parent fees accounted for 40% of total costs.

C. Federal Policy Alternatives

If good child care costs at least $2,000 per child year (fully-costed, national average, recurrent costs in 1971 dollars) a broad Federal child care program will plainly be very expensive. There are five major policy alternatives:

o The Federal Government could provide good care for a few children, full-time, for example, for the children from poverty families. Or perhaps more children could be helped with part-time options available. If the sixth of all American children living in poverty families were provided good, free care, America's very poor and very wealthy families would be well-served with child care. This would meet the concerns of those who want directly to improve the lives of poor children; who want to improve the opportunities for such children, and who wish to facilitate the working lives of the parents involved.

But the near-poor (currently the most frequent users of child care arrangements) would remain to be helped. Near-poor families would need subsidies covering 3/4 to 5/6 of child care costs for most such families to be able to use good care. Another sixth of America's children live in near-poor families (above the poverty line but within the Bureau of Labor Statistics "Low Family Budget" definition). Not to help such families would seem a serious injustice.

It is, incidentally, difficult to see how the presently proposed $1-2 billion can adequately help more than one or at the most two million children -- and there are nearly seven million children in poor families under the age of six, not to mention near-poor families and after-school children.

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[1] Calculated from the Westat Survey, op. cit., Tables 2.63 and 2.64, pp. 92-93.

- The Federal Government could plan expansion of child care at present salaries (the median is $4,300 per year for staff and directors, according to the Westat Survey). It is, however, not certain that staff will long be available at such salaries; directors are already difficult to recruit. Moreover, with increasing unionization of child care workers, the more frequent hiring of men, equal pay for women, and steady improvements in certification and training of child care teachers, it seems likely that salaries will rise. And it seems paradoxical to plan to extend child care at salaries of $300-400 a month when one purpose of child care is to help families beyond the poverty level.

- The Federal Government could plan to extend child care with minimially acceptable staff-child ratios and/or restricted scope of program. Programs of this kind meeting proposed Federal Inter-Agency Requirements, and paying teacher salaries of $4,500 to $7,500, would cost perhaps $1,300-1,700 a year per child. They would only loosely resemble the "desirable", "developmental" care described earlier and would still be quite expensive for a broad Federal program.

- The Federal Government could decide to continue the present, multiple-source funding pattern of formal child care programs. Federal, state and local governments might subsidize some start-up costs and continue to pay about 50% of recurrent costs. In order to encourage continued, in-kind resource recruitment, programs should be located in or near high schools, old age homes, VA hospitals and other groups and institutions engaged in training and rehabilitation, or otherwise a source of volunteers. The Federal Government could require that the total of public money used for recurrent costs be matched by in-kind resources and volunteers, subsidies from private and community organizations and parent fees.

This plan would put a heavy burden on the poorest areas, and Congress might decide the increase the proportion of recurrent costs paid by public funds for poverty children. This could be done by declaring a voucher worth $1500 a year for children from poverty families, and $1000 a year for the near-poor; all programs would still be required to offer matching resources to provide care worth $2,000 per child-year. Or Congress might set up vendor repayment schemes administered regionally, requiring 1:1 matching in most areas but two Federal dollars to every local dollar's worth of resources in poverty areas.

Such a plan would have the advantage of encouraging good care with government subsidies at a lower average cost per year: say $1,000 - 1,500 instead of $2,000. And this plan would continue a present pattern.

Such schemes have two disadvantages. Local governments and agencies do not like matching-grant subsidies because Federal subsidies sometimes disappear leaving local agencies to support the program. And it can be difficult to enforce matching where in-kind resources are part of what is offered as matched "funds". Congress should consider requiring that half of Federal funds for recurrent costs be used for supplementary programs, and for standard-core services not directly concerned with classroom teaching: staff training, child evaluation, "standard" parent counseling, medical care, etc. This would mean in practice, paying the director's salary, and salaries of special personnel, medicines, etc. In the event of a cut in funding, the basic teaching program would already be locally supported, and a good director would already have been recruited. Moreover requiring matched resources to be of a certain kind and number (e.g., enough teachers for a given ratio) means that Congress could more easily guarantee compliance. (If the Federal Government supplied funds to pay directors, special personnel, etc., requiring local "matching" in the form of a certain number of teachers, it would be clear whether or not the local contribution was sufficient.)

- Finally the Federal Government should consider possible gains in efficiency of service. It was noted above that large centers may be slightly less expensive but may in general offer lower "quality" care and cannot therefore be considered more efficient.

There are however two likely areas for cost reduction. Start-up efforts are presently enormously costly, in time and money. Gilbert Steiner estimated 43% of appropriated child care funds used in licensing in FY1965.[1] In Massachusetts and many other states it takes program directors months and years to get information from multiple State and Federal agencies, and get licensed. An assault on start-up problems will clearly save enormous effort and expense.

Secondly, as noted above, mixed home-care - center-care systems may offer certain cost savings. In various cities such programs are struggling to be born; fostering and evaluating such programs would seem to be of high priority.

In the last analysis Federal policy will be made according to a system of priorities. Children have no powerful lobby; poor parents often feel they can only vote with their feet--trying to avoid poor child care which does not really meet their needs, trying to seek warm responsive care that is as good as a good home. But one-third of the nation's children now live in poor and near-poor families. Their present lives need support and encouragement. Their future lives will inescapably affect those of us who are presently adult. Today you have a chance to make a difference in the lives of children; tomorrow they will have the chance to make a difference in our lives. How will we plan for children--the nation's chief resource?

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[1] Gilbert Steiner, The State of Welfare, The Brookings Institution, Washington, D.C., 1971, p.61.

APPENDIX A

Appendix A and Appendix B will appear in Roby, (1972) op. cit., Ralph Husby, co-author.

Table 1

BUDGET ITEMS, DESCRIPTION, AND COST*
CHILD CARE CENTER, FULL DAY, ANNUAL COST PER CHILD

Budget Item	(a) Minimum	(b) Acceptable	(c) Desirable
1. Food	$140 one meal and snacks	$210 two meals and snacks	$210 two meals and snacks
2. Transportation	$0 not provided	$60	$60
3. Medical and Dental	$20 examinations and referral service	$20 examinations and referral service	$60 examinations, treatment when not otherwise available, and health education
4. Parent Activities and Counseling	$10 problem cases only	$30 general parent activities plus limited counseling	$70 parent education, family-type activities, and full counseling services
5. Facilities (rent) and Utilities	$90 meets state and local licensing requirements	$90 meets state and local licensing requirements	$110 more generous space
6. Clothing and Other Emergency Needs	$20 as necessary	$20 as necessary	$20 as necessary
7. Supplies and Materials	$40 custodial program	$50 general developmental program	$75 individualized developmental program
8. Equipment (annual replacement costs)	$10	$12	$15
9. Staff			
a. classroom professional @ $6,600	$275 one per 20 children	$405 one per 15 children	$405 one per 15 children

Table 1 (Cont'd)

Budget Item	(a) Minimum	(b) Acceptable	(c) Desirable
b. classroom non-professional @ $4,400	$320 two per 20 children	$420 two per 15 children	$640 three per 15 children
c. social service professional @ $6,600	$65 one per 150 children	$65 one per 100 children	$65 one per 100 children
d. community, social service, parent or health aide @ $4,400	$0	$20 one per 100 children	$40 two per 100 children
e. business (sec. and maintenance) @ $4,000	$80 two per 100 children	$120 three per 100 children	$120 three per 100 children
f. special resource personnel @ $6,600 (psychology, music, art, etc.)	$20 urgent need only	$60 one per 100 children	$120 two per 100 children
g. supervision	$80 one per 100 children	$160 two per 100 children	$160 two per 100 children
10. Training	$75 about 10% of salary costs	$120 about 10% of salary costs	$145 about 10% of salary costs
TOTAL	$1,245	$1,862	$2,320

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*Cost figures based on centers providing service 10 to 12 hours a day, five days a week.

Source: "Standards and Costs for Day Care," compiled in 1968 by the Day Care and Child Development Council of America, 1426 H Street, N.W., Washington, D. C. 20005, and the then Children's Bureau of the U.S. Department of Health, Education, and Welfare (now the Office of Child Development in HEW).

Table 2

BUDGET ITEMS, DESCRIPTION, AND COST*
FAMILY DAY CARE, FULL DAY, ANNUAL COST PER CHILD

Budget Item	(a) Minimum	(b) Acceptable	(c) Desirable
1. Food	$100 one meal and snacks	$150 two meals and snacks	$150 two meals and snacks
2. Transportation	$0	$0	$0
3. Medical and Dental	$20 examination and referral services	$20 examination and referral services	$60 examinations, treatment when not otherwise available, and health education
4. Parent Activities and Counseling	$10 problem cases only	$30 general parent activities plus limited counseling	$70 parent education, family-type activities, full counseling services
5. Facilities and Utilities	$30 special maintenance allowance in view of rent plus central administrative spaces, in all cases	$30	$30
6. Clothing and Other Emergency Needs	$20 as necessary	$20 as necessary	$20 as necessary
7. Supplies and Materials	$20 limited developmental program	$35 developmental program	$50 enriched developmental program
8. Equipment (annual replacement cost)	$9	$15	$20
9. Staff			
a. day care mother @ $4,400	$880 one per 5 children	$1,110 one per 4 children	$1,110 one per 4 children

Table 2 (Cont'd)

Budget Item	(a) Minimum	(b) Acceptable	(c) Desirable
b. social service professional @ $6,600	$44 one per 150 children	$66 one per 100 children	$66 one per 100 children
c. community, social service, parent or health aide @ $4,400	$0	$44 one per 100 children	$44 two per 100 children
d. business @ $4,400	$80 two per 100 children	$80 two per 100 children	$80 two per 100 children
e. special resource personnel @ $6,600 (psychology, music, art, etc.)	$20 urgent need only	$132 two per 100 children	$264 four per 100 children
f. supervision @ $8,000	$80	$160	$240
10. Training	$110 about 10% of salary costs	$150 about 10% of salary costs	$173 about 10% of salary costs
TOTAL	$1,423	$2,032	$2,372

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*Cost figures based on service provided 10 to 12 hours a day, 5 days a week.

Source: "Standards and Costs for Day Care," compiled in 1968 by the Day Care and Child Development Council of America, 1426 H Street, N.W., Washington, D. C. 20005, and the then Children's Bureau of the U.S. Department of Health, Education, and Welfare (now the Office of Child Development in HEW).

Table 3

MARGINAL COST BY QUALITY OF CARE

	Acceptable Versus Minimum	Desirable Versus Acceptable	Desirable Versus Minimum
Full Day Child Care Center	$617	$458	$1,075
Family Day Care	609	340	949
Before and After School Care	343	0	343

Table IV

1970-71 Estimated Funding and Expenditures

	Centers														Systems							
	Amalgamated AMAL	American AMER	Avco AVCO	Casper CASP	Central City CENT	Fifth City 5TH	Georgetown GEO	Greeley GREE	Haight-Ashbury H-A	Holland HOLL	Syracuse SYRA	Ute UTE	West 80th W80	AVERAGE	Berkeley BERK	Family Day FAM	Kentucky KENT	Mecklenburg MECK	Neighborhood NEIGH	N.R.O. N.R.O.	Springfield SPRI	AVERAGE
A. Summary Data																						
Cost per Child/Hour	$1.42	$.59	$1.08	$.62	$1.18	$.75	$1.38	$.89	$1.71	$1.37	$2.06	$1.59	$1.90	$1.27	$1.93	$.92	$1.37	$.83	$.57	$.58	$1.12	$1.05
Cost per Child/Year	$2925	$1295	$2453	$1438	$2442	$1301	$2933	$1445	$3895	$2590	$3517	$3604	$4147	$2614	$3055	$2287	$2663	$2036	$1170	$1509	$2197	$2131
Percent Budget for Personnel	81%	65%	62%	81%	79%	78%	75%	81%	81%	70%	77%	78%	73%	75.5%	83%	75%	72%	77%	71%	80%	75%	76%
B. Sources of Revenue																						
Federal					55%				54%	14%	88%	67%		21%	6%		80%	58%		80%		32%
State and Local			21%	5%	20%			44%	14%	62%			70%	18%	85%	80%		20%	68%	8%	5%	36%
Parent Fees		100%	30%	27%			22%						5%	14%	6%			1%	10%		48%	9%
Other	98%			15%		36%	53%	5%	8%	3%	10%			18%	2%				19%		35%	8%
In-Kind	2%		49%	53%	25%	64%	25%	51%	24%	21%	2%	33%	25%	29%	1%	20%	20%	21%	3%	12%	12%	13%
C. Total Budget ($1000's)	158	133.4	65	110.7	134.3	256.2	30.8	54.9	208.4	170.9	323.6 (1)	78.5	168 (2)	139.	821.9	8163.	1217.	486	1088.	641.2	232.3	1807.
D. Expenditures																						
Teaching & Child Care	56%	48%	52%	48%	43%	69%	70%	35%	46%	47%	37%	39%	54%	50%	52%	39%	26%	48%	40%	44%	44%	42%
Administration	14%	23%	15%	24%	18%	11%	9%	27%	16%	8%	17%	19%	11%	16%	28%	27%	16%	23%	22%	18%	20%	22%
Feeding	10%	11%	9%	13%	6%	9%	10%	11%	12%	15%	6%	19%	7%	11%	7%	23%	10%	14%	14%	15%	11%	13%
Health	4%	0%	2%	1%	8%	1%	0%	9%	7%	4%	3%	14%	3%	4%	1%	3%	1%	1%	2%	6%	1%	2%
Occupancy	16%	18%	22%	14%	11%	10%	11%	12%	12%	14%	9%	9%	12%	13%	9%	3%	10%	12%	19%	12%	19%	12%
Other: *Transportation, Social Services, etc.*	0%	0%	0%	0%	14%	0%	0%	6%	7%	12%	28%	0%	13%	6%	3%	5%	37%	2%	3%	5%	5%	9%

(1) 429 including Research

(2) 155.5 excluding Growth Costs

Table 5

DETAILED MODEL BUDGET
FOR A CENTER WITH TWENTY-FIVE CHILDREN (ADA)

I. Personnel			
A. Care and teaching			
2 teachers @ $6,000	$12,000		
2 assistant teachers @ $5,400	10,800		
1 aide @ $3,450	3,450		
Fringe benefits and payroll taxes @ 10.2%	2,678	$28,928	
B. Administration			
1 director @ $8,400	8,400		
1 secretary 1/4 time @ $5,400	1,350		
Fringe benefits and payroll taxes @ 10.2%	995	10,745	
C. Feeding			
1 cook 1/2 time @ $5,250	2,625		
Fringe benefits and payroll taxes @ 10.2%	268	2,893	
D. Health			
1 nurse 1/10 time @ $5,900	590		
Fringe benefits and payroll taxes @ 10.2%	649		
E. Occupancy 1/4 time @ $4,550	1,138		
Fringe benefits and payroll taxes @ 10.2%	116	1,254	
Total Personnel			$44,469*
II. Non-personnel			
A. Teaching materials, etc.	1,875		
B. Administration	2,100		
C. Foodstuffs and related	4,000		
D. Health	175		
E. Rent and related	6,100		
Total Non-personnel		14,250	
TOTAL			$58,719

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*The figure of $44,649 in Table IV, page 54 of the Abt Study is an error.

Source: Abt Associates Inc., A Study in Child Care, 1970-71, pursuant to OEO Contract No. CEO-B00-5213, April 1971, available from the Office of Education, from the Office of Economic Opportunity and from Abt Associates Inc., 55 Wheeler Street, Cambridge, Massachusetts 02138

Table 6

ESTIMATED PERCENTAGE DISTRIBUTION OF FULL-TIME DAY CARE CENTER STAFF BY SPECIFIED MONTHLY SALARIES AND POSITION

Salary per Month	Directors	Clerical	Teachers	Teachers' Aides	Non-professional Support	Professional Support
$300 or less	42.0%	19.5%	30.1%	63.9%	55.3%	8.4%
$301-$400	14.7	30.1	34.8	24.4	30.3	29.8
$401-$600	28.4	43.3	28.9	11.7	12.2	38.6
$601-$800	10.0	7.1	5.3	0.0	2.2	16.4
$801-$1,000	3.3	0.0	0.9	0.0	0.0	6.8
$1,001 -	1.6	0.0	0.0	0.0	0.0	0.0
Percent responding	69.1	95.0	94.8	96.1	92.1	100.0

Source: Westinghouse Learning Corporation and Westat Research, Inc., Day Care Survey 1970, Table 2.34, p. 63, Report to the Office of Economic Opportunity pursuant to contract OEO B 00-5160, April 1971.

Table 7

ESTIMATED PERCENT OF FULL-TIME AND PART-TIME DAY CARE CENTER STAFF WITH AT LEAST COLLEGE DEGREES

Directors	Clinical	Teachers	Teachers' Aide	Non-professional Support	Professional Support
29.5%	11.5%	25.5%	3.3%	2.4%	34.8%

Source: Westinghouse Learning Corporation and Westat Research, Inc., Day Care Survey 1970, Table 2.34, p. 63, Report to Office of Economic Opportunity pursuant to contract OEO B 00-5160, April 1971.

Table 8

ESTIMATED AVERAGE SALARIES OF INSTRUCTIONAL STAFF AS PERCENT OF NATIONAL AVERAGE 1969-70

	State	Percent
1.	Alaska	123.5
2.	California	120.7
3.	New York	114.6
4.	Michigan	113.8
5.	Illinois	111.8
6.	Maryland	111.1
7.	Nevada	108.0
8.	Hawaii	107.9
9.	Indiana	107.6
10.	New Jersey	106.7
	Washington	106.7
12.	Connecticut	105.6
13.	Dalaware	104.5
14.	Oregon	103.4
15.	Massachusetts	103.1
16.	Wisconsin	102.8
17.	Pennsylvania	101.1
18.	Arizona	100.8
19.	Rhode Island	100.0
20.	Iowa	99.6
21.	Minnesota	98.0
22.	Florida	96.6
	Ohio	96.6
24.	Wyoming	95.9
25.	Vermont	92.4
26.	Virginia	92.1
27.	New Mexico	91.3
28.	Missouri	90.9
29.	Maine	90.5
30.	New Hampshire	90.1
31.	Utah	89.5
32.	Montana	89.3
33.	Colorado	88.8
34.	Nebraska	88.2
	West Virginia	88.2
36.	Kansas	87.8
37.	North Carolina	87.0
38.	Texas	84.3
39.	Kentucky	83.7
40.	Georgia	82.8

Table 8 (Cont'd)

	State	Percent
41.	Tennessee	81.9
42.	Louisiana	81.1
43.	Oklahoma	80.2
44.	Idaho	79.6
45.	South Carolina	78.6
46.	Alabama	78.1
47.	North Dakota	77.5
48.	South Dakota	75.3
49.	Arkansas	72.4
50.	Mississippi	67.5

Source: Rankings of the States, 1970, p. 24 column 43, National Education Association, Research Report, 1970 - R1, Copyright, 1970, Washington, D. C.

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Figure 1

FUNCTIONAL BUDGET WORKSHEET

	Expenditures			Personnel Portion		
	Total	$	In-Kind	In-Kind	$	Total
STANDARD CORE COSTS						
A. Teaching and Child Care						
Salaries and fringe						
Educational consumables						
Field Trips						
Miscellaneous						
B. Administration						
Salaries and fringe						
Equipment						
Office supplies						
Telephone						
Travel (staff)						
Insurance (liability)						
Miscellaneous (audit, legal)						
C. Feeding						
Salaries and fringe						
Foodstuffs						
Equipment						
Miscellaneous						
VARYING CORE COSTS						
D. Health						
Salaries and fringe						
Supplies						
Health insurance and misc.						
E. Transportation (children only)						
Salaries and fringe						
Maintenance, operation, lease						
OCCUPANCY COSTS						
Plant						
Salaries and fringe						
Housekeeping supplies						
Utilities, taxes, insur.						
SUPPLEMENTAL SERVICE COSTS						
F. ____________________						
G. ____________________						
H. ____________________						
I. ____________________						
J. ____________________						
Totals 100%						

Source: Abt Associates Inc., 55 Wheeler Street, Cambridge, Massachusetts 02138 Supplemental services can include all or some of the notable elements, or should include separable costs not listed in other categories that exceed 1% of total budget even though they are not notable, such as career development, parent involvement, staff-training, or whatever.

APPENDIX B

ADDITIONAL COST OF ADDITIONAL PROGRAM COMPONENTS AS OUTLINED IN THE ABT STUDY

The Abt study also outlined additional and extended program components and attempts to attach a cost to them. An extended, nutritional program would involve either extra meals (e.g. breakfast) or the provision of special dietary and nutritional needs. Typically, no additional staff members are needed for either. Regular staff members can usually prepare the extra meals at the beginning or end of the day; food costs would increase by about 40 to 60 percent, amounting to only about a 3 percent increase in the costs of the center. In the case of special nutritional needs, there is extremely little extra expense.[1]

The cost of extended health services varies considerably because the degree of health services can vary considerably. Twelve of the 20 centers had health costs of less than $38 per child per year. In the other eight, the extra costs were more than $95 per child varying from $95 to $516 with an average of $192. Centers such as these would provide extended health services including such things as general medical, special testing, dental work, psychological benefits, and special services for the handicapped.[2]

If most children live very near the center, a possibility which exists in a densely populated urban area, transportation services may not be needed. Where they are, based on the centers studied, they estimate that it would cost $177 per child assuming a half time driver @ $5000 (in other words, an outlay of $2,500) and vehicle costs of $67 per child. Of course, cost will vary with the number of children needing transportation, the dispersion of the children (the rural center provides the extreme situation) the driver's salary, and such innovations as parent car pools (which reduce the cost of transportation).[1]

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[1] Abt Associates, A Study in Child Care, 1970-71, Vol. III, p. 74, pursuant to OEO Contract No. OEO-BOO-5213, April, 1971, available from the Office of Education, from the Office of Economic Opportunity and from Abt Associates, Inc., 55 Wheeler Street, Cambridge, Massachusetts, 02138.

[2] Ibid., pp. 76-77.

Some centers studied provided staff training and career development beyond the level which is included in the care program. Many centers encourage their staff to extend their academic work through college courses in early childhood education. In-service training is frequently accomplished through team teaching where new teachers are paired with experienced staff members. The cost of this additional training ranged from $20 to $160 per child.

In addition to child care, preschool education, meals, health care, transportation, and staff training, some centers provide various types of services broadly classified as social services. Social services may include counseling the parents about a child's problem, family and marriage problems, family planning, psychological problems (rarely), or about nutrition, budgeting, and health care. This counseling is sometimes done by a regular staff member, or at other times, with additional staff. Secondly, the social services might involve education and training on child development, nutrition, family planning, etc. Training differs from counseling in that it is general and presented to a group rather than specifically for an individual. Instruction in home economics, prenatal care, drug abuse, first aid, and exercise may be included; or instruction in English may be provided. Thirdly, the social services may even include such services or material assistance as emergency food, clothing, medicine, food stamps and housing. Health services may be provided to other family members including prenatal care and special services for the handicapped. Usually these latter services are given not in the center but in the form of referrals. In the 20 centers, these services ranged in cost from $16 to $310 per child per year.[2] In the case of most of these services, excepting counseling on children's problems and training in early childhood development, the provision of them implies a center is engaged in more than child care.

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[1] Ibid., pp. 78-82.

[2] Ibid., pp. 82-89.

Finally, some child care establishments provide a center for community organization. They may regard themselves as "the advocate of the family in the political and economic context of the wider community".[1] Lobbying for more day care centers, improved housing, street lights, traffic lights, sidewalks, etc., may be involved as well as advocating improved service from welfare or public health agencies.

In one center about "40 percent of the director's time and 50 percent of the assistant director's time [was involved in such matters] implying a cost to the program of $300 per child per year".[2] Actually, this is not additional cost unless additional administrators were needed. The actual "cost" is perhaps in terms of reduced attention to the more traditional services of child care centers. Again, these services imply a center engaged in more than child care.

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[1] Ibid., pp. 89-90.

[2] Ibid., pp. 91.

The CHAIRMAN. The next witness is Mrs. Helen Borel in behalf of the New York chapter of the National Organization for Women. Is Mrs. Borel here?

(No response.)

The CHAIRMAN. Then we will call the next witness, the Reverend Robert E. Holly, program representative of the American Baptist Home Mission Societies, accompanied by Mr. Barry Hertz, executive director, Day Care Association of Montgomery County in Pennsylvania.

We are pleased to have you.

STATEMENT OF REV. ROBERT E. HOLLY, AMERICAN BAPTIST HOME MISSION SOCIETIES, ACCOMPANIED BY BARRY HERTZ, EXECUTIVE DIRECTOR, DAY CARE ASSOCIATION OF MONTGOMERY COUNTY, PA.

Mr. HOLLY. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, we express appreciation for the opportunity to offer testimony in regard to Senate bill 2003, on behalf of the American Baptist Home Mission Society, the Philadelphia Day Care Council, and the children and families who need the service.

The American Baptist Home Mission Society is an agency of the American Baptist Convention which represents some 6,000 American Baptist churches across our Nation.

The Philadelphia Day Care Council is composed of elected parents and professionals who are in the process of organizing a community child care program for Metropolitan Philadelphia.

The concerns of both of these agencies are for the improvement of the quality of life for children and family through comprehensive day care service.

We are greatly encouraged and pleased that Senator Long and the Committee on Finance, which is sponsoring this hearing, is initiating Federal action to promote child-care service. The need for the expansion of such service has already been documented by material presented to this committee.

Our reaction to S. 2003 is as follows: We disagree with the necessity of establishing another Federal agency or corporation addressing the needs of children and families. As the corporation is presently constituted, our concerns are as follows:

Section 2001, paragraph b, line 14. The corporation restricts itself to providing services for "families in which the mother is employed or preparing for employment." We feel that day care should be available to any family because their individual need and situation requires child care, regardless of family structure or economic level.

Section 2002, paragraph b2. To insure quality implementation on the program level, the ultimate policy decisions must be relevant to the needs of the consumers. Therefore, a three-man board cannot possibly represent, in scope, the areas of expertise necessary to insure effective decisionmaking on the local level.

Section 2003, paragraph b2. We feel strongly and affirm the concept that any legislation concerning child-care service should provide for a reasonable fee, provided those fees are set in accordance with the family's ability to pay.

Section 2003, paragraph c1. First priorities for enrollment should not be accorded solely to eligible families as outlined in the service programs for families and children, part A and B of the 1967 Social Security Act. First attention should be given to qualifying families of the Social Security Act, but not restricted to that category alone.

Experience has shown that when priority has been given to one economic group, it results in a segregation of racial and economic groups. We feel that the interaction of parents and children result from a balanced, multieconomic program, which is extremely desirable.

Section 2005. We are encouraged by the intent of this bill to construct new child care facilities. The need for such facilities has already been documented by materials submitted to this committee.

Section 2004. "Standards for Child Care."

Section 2005. "Physical Structure and Location of Child Care Facilities."

Section 2006. "Exclusiveness of Federal Standards; Penalty for False Statement or Misrepresentation."

It is our feeling that more and better child-care service would be established and maintained through the implementation of the community coordinated child-care program—hereafter referred to as 4–C's—approach. The provisions set forth within the three sections cited above negate the 4–C's concepts, totally.

Decisions regarding standards and location of child care facilities should be made at the appropriate 4–C's level (Federal, State, and local). This should not be restricted, as the bill outlines, solely to the national level.

If this bill can authorize the corporation to establish autonomous licensing procedures, we recommend that in its place, this power be granted to 4–C's councils, as defined. The 4–C's concept itself being of a democratic nature underscores individual participation on all levels. Furthermore, it mobilizes the community resources and simplifies administrative relationships so that more and better child care can be developed at the most economically feasible level.

I am going to ask Mr. Hertz to complete the testimony.

Mr. HERTZ. I am going to be a little more subjective and flexible. I am not going to read the testimony, if it is all right with you, and switch the order of the presentation as it is on the summary sheet, because I think it is better in light of some of the discussion that was previous to this testimony.

No. 1. I think one of the things that the bill does not express strongly as I feel, with reference to the implementation of day-care programs, is the continuation of service.

In this country, we are seeing, almost, because we have expertise in the area of preschool, to some extent, a large development of preschool facilities for day care, and we don't have a lot of knowledge about after-school programs and so forth, and I think the bill should and any bill should, stress that this would be a continuing support to the family, not necessarily picking the family up when the child is 3, and because of a lack of programs in the area, expertise in the area, when the child reaches school age, there is no place for the child to go.

So I think that a continuation of service delivery should be stressed, otherwise we find that most families fall into the same problem and reasons that they are in day care initially; 2 or 3 years is a help, but it doesn't necessarily constitute a successful job.

I was glad that you mentioned to the first witness that you were interested in programs abroad.

Last summer I was sent by a foundation to Denmark to study their program over there. The application for funding to the foundation was on the premise that a lot of my colleagues are coming back with blue eyes, blond hair, great poise, great facility.

I took a negative research point of view and said that after 60 years of implementation of a day-care program, nationally, they must have made some mistakes, they must have wished they could have done other things, where they were making those decisions at that point. And that was the intent of the study (C) of the summary sheet. There is something that is No. 1 problem in Denmark and that is you ask the question why, you know, are there not a lot of children in day cares, are there waiting lists, et cetera?

Yes, there are waiting lists. The problem is one that they don't have the personnel, they don't have the trained staff.

Denmark, as a society, is strongly behind quality care and they want to see that the people who know child development, observation techniques and can implement individually prescribed programs for children are in the right places.

They have eight universities in Denmark that produce people that work with children, child care workers, and in many, many discussions with the people of that country, they just can't put out people fast enough, and I think that basic to an onslaught to day care in this country, we have to recognize this fact, that there is a dearth of qualified people in early childhood, and also working with children and infants, and after-school children. I think we have to make some sort of an arrangement, which gets me to Senator Nelson's statement of the volunteers and the high schools, and so forth.

In Denmark, it is a requirement before you can enter one of the eight universities, you have to have had a field training of 6 months to a year, as one of the requirements to get into a program for early childhood education. It is a minimum requirement set by the schools, again, because of the factors of the validity of actually being there with children and being able to take the theory and relating to it.

Senator NELSON. This a post-high school precollege?

Mr. HERTZ. Precollege. Their colleges are 2 years for them. But this is one way of insuring, you see, cutting the costs of providing the service and also training the personnel.

Senator NELSON. They are, in effect, giving them college training for what they do?

Mr. HERTZ. Absolutely, yes. And if the committee would wish, it is not in my prepared testimony, but I could speak on some of the other negative problems that Denmark has run into in their 60 years of operation.

In the bill there was not an express statement, there was not a statement that expressly mentioned exceptional children, and I think that is something that has to be outlined in more detail.

We have to consider the children with difficulties of all kinds and, of course, the cost factors there go up.

In conjunction with some of the factors that I found in Denmark, I would urge the legislative bodies in this country to do real and accurate planning as far as what the needs are in the country and how best.

I think what I am looking for is, rather than a bill this year, and a bill next year, is a comprehensive plan, approach, a guideline.

The testimony that Secretary Richardson gave with the 10-year plan, I feel 10 years isn't adequate and I think money could be made available if government would reorder priorities.

Senator NELSON. You say 10 years is inadequate?

Mr. HERTZ. Yes, sir.

Senator NELSON. Too long, you mean?

Mr. HERTZ. Yes, too long. I think a good plan could be achieved in a year, which the Mondale bill outlined, and I also feel that money could be made available by just restructuring of priorities at the government level.

The funding has been taken care of, I think, adequately by the first witness, but I would like to express at this time my personal and professional support of the Mondale bill, although it does not moneywise, childwise, cover, it is a start, but I think it incorporates the areas of my testimony.

For example, it incorporates training, planning and also the 4–C concepts, and I am representing the Philadelphia 4–C agency today and feel very strongly that when Government assumes control, at the Federal level, they, in effect, are saying to the people at the local level, the professionals, the parents, that they cannot, that you do not trust them to make adequate decisions about standards for children, and I think that in working in a local 4–C program, the standards would probably be higher than the standards set on a national level and more adequately.

The CHAIRMAN. Thank you very much.

Senator BENNETT. I have no questions.

The CHAIRMAN. Thank you for your statement. I appreciate your presence here today.

The next witness is Mr. Max Durbin, president of the Durbin Child Care Center.

STATEMENT OF MAX B. DURBIN, PRESIDENT, DURBIN CHILD CARE CENTER, ACCOMPANIED BY CLYDE CARPENTER, SECRETARY-TREASURER

Mr. DURBIN. Mr. Chairman, members of the committee.

Thank you for this opportunity to appear before this committee and to be allowed to share our views and experiences on child care in the United States. We are not new to the early childhood education field. Many years of research and preparation have gone into our project. We now have 10 centers in two States with a prospect of many more in the near future.

We have endeavored over the last several years to concern ourselves with quality child care, putting the child in No. 1 priority.

We enroll children from 2½ to 6 years of age, 5 days a week. Our centers are open from 7 a.m. to 6 p.m. year round. We offer both full- and part-time enrollment and our fees vary from $20 to $29 a week for full-time; and $12 to $19 for part-time.

Senator BENNETT. The front page of your testimony gives us your telephone number, but doesn't indicate the State with which you are connected.

Mr. DURBIN. Michigan and Ohio. Our home office is in Livonia, Mich.

Senator BENNETT. Michigan and Ohio, I think that will be helpful.

Mr. DURBIN. The rates vary depending on the part of the country the center is located in. At the present time all our centers are located in churches. We anticipate moving into some buildings of our own, either leased or owned, as soon as possible.

It has been interesting to read the great amount of material published in the last several months about child care in our country. There are many theories concerning child care in a group situation. These run from a loose, unscheduled program to a highly-structured, completely education type situation where the child is allowed very little free movement.

Senator NELSON. Is the Durbin Child Care Center nonprofit or profit?

Mr. DURBIN. We intend it to be profit.

The CHAIRMAN. In other words, if it is nonprofit, this is not because you intend it to be that way. [Laughter.]

Mr. DURBIN. That is right.

We, too, have read of the terrible plight of children in locked basements, inadequate buildings, and centers with only a TV for entertainment. I am sure there is far too much of this sort of situation; however, there are also a good number of well-qualified, well-equipped, well-intended people in our business.

My purpose for being here today is to share some of our experiences and observations in relation to pending legislation. Our experience includes inner-city centers in the heart of Detroit, to the affluent suburbs, to a small farm community west of Toledo, Ohio. We have a cross-section of all ethnic groups and all economic statuses. Because of these varied experiences, I believe our observation has validity.

At the present time approximately 10 percent of our enrollment is made up of ADC children. All are in the State of Michigan, and for the most part, in our inner-city centers. Generally, we have been happy with the ADC program. We do become frustrated at times because we are not able to get more ADC children in our centers. None of our inner-city centers are full. We would welcome the opportunity to take all the children we could get.

A recent survey of all centers in the Detroit metropolitan area show that less than 40 percent are filled to capacity, yet more centers are opening all the time. If we are to believe what we read, there are thousands of children just waiting to run to the nearest center. Our experience has shown this just isn't the case.

In our estimation, there are several reasons for this: (1) Many welfare workers are not sold themselves on group child care; therefore, they do not recommend it. (2) Many ADC mothers do not have the transportation needed to get the child to a center. (3) Many ADC mothers view group care as establishment's answer and therefore something to shun. (4) They would rather have their child in a home rather than group care because of misconceptions of the benefits.

I believe a concerted effort needs to be made to educate the ADC families and social workers about the advantages of quality group care. We would welcome the opportunity to expand our operation into all ADC situations. I trust pending legislation will greatly enhance that possibility.

Mr. Chairman, one aspect of your proposed bill, S. 2003, that particularly caught my attention concerned licensing. We deal with two States and several different licensing sources. We are involved with the State Department of Social Services, city, State, township, and county fire and health departments.

Each person has his own ideas and interpretations making an almost impossible situation at times. It is not very reassuring to have a social service consultant who is going to license your center, state that she is not in favor of group child care. It is our considered opinion that a consultant should at least be favorable to qualify group child care before she is hired to license child care centers. It would be a bit like a WCTU member heading up the alcohol control board.

Senator Bennett. That is not a bad idea.

Mr. Durbin. I believe the suggestion of a Federal licensing program has some merit. With some modification the Federal interagency requirements would suffice as a beginning. If I were to have my way, there are some changes I would make. For instance, the present requirement of a 1 to 5 staff ratio should be changed to a 1 to 8, or 1 to 10, and this could be done without sacrificing quality. It has been our experience that a well-qualified and well-trained staff member can handle this amount of children without any problem. Perhaps the implementation of these regulations could be left to the individual States.

While we would welcome a standard set of regulations to conform to, there are some obvious pitfalls. Many day care operators that I talked to fear that the Federal regulations might be unreasonable, unrealistic, and too difficult to implement.

There are other people who fear that the programing would tend to become stereotyped to meet only the Federal Government's idea of what early childhood education should be. In this day and age there are many people who feel that the Federal Government is overly involved in programs and regulations in all areas of our lives now and would not welcome any Federal involvement in the child care area under any circumstances. This is understandable; however, it is my strong feeling that all centers in all States should be made to conform to the same regulations. In one State, at the present time, centers that are owned by private individuals or companies must be licensed while other programs run by non-profit or other public institutions need not be licensed. It seems that the good of the child is not being taken into consideration in this kind of situation, and believe me, the child is the loser. I cannot possibly overemphasize my feelings that all centers should be licensed by the same standards in all States.

I also feel we are getting into a dangerous area when the government would be allowed to dictate program and the individual situation is not taken into account.

Another area of proposed legislation I would like to speak about concerns the increased tax deduction for child-care expenses. We have noted a sharp increase in the number of parents requesting the amount they have paid us for child care, so as to deduct it from their income tax returns. I believe this increase will help those families where both parents have to work, or there is only one parent in the home. In this regard, we recently ran a survey and found that 40 percent of the children in our centers have only one of the parents living at home.

It has been our contention for some time that private profitmaking centers should be included in the Government programs. Just because it is a nonprofit center doesn't make it sacred or better equipped to meet the needs of children.

The **Chairman**. Could I ask you to clarify something you said? When you say you found that 50 percent of the children in your centers have only one of the parents living at home, just precisely what do you mean by that? Do you mean that one parent is at home while the child is in the child care center, or do you mean that there is only one parent in the home when the child is home?

Mr. **Durbin**. Only one parent living in the home because of death, divorce, or other reasons. There is only one parent responsible for the child.

The **Chairman**. Presumably, then, that parent would be working while the child is in the child care center?

Mr. **Durbin**. That is right. It is a have-to situation, and there are a lot of fathers who would be the only parent involved.

The **Chairman**. Yes.

Mr. **Durbin**. Those of us who admit our profit orientation assume a responsibility to provide the highest quality child care possible. I believe in scores of situations well-established, high-quality, profit centers could be contracted with to greatly expand child care in our country.

Mr. Chairman, I support in concept the establishment of a Federal Child Care Corporation. I believe it is heading in the right direction, and must be built in. As I pointed out above, many people react very negatively when the Federal Government gets more involved in their daily lives. Great care should be taken if such a Corporation is established to make sure that it truly meets the needs of children in our country. I believe the Corporation would work if the States are involved in implementation, if the program of the centers are not stereotyped, if the bureaucracy and red tape is kept to a minimum, and most importantly, if the needs of children are met first and foremost.

It is universally accepted that pretrained employees for child care are hard to find. It has been our experience that a degree does not necessarily guarantee a teacher with success in the preschool field. We have lessened the problem in the area by conducting our own director school for a week once a year, plus monthly director meetings. We also encourage our directors to take courses from local universities in Early Childhood Education. Many of our directors are working on their Masters at the present time and by next year we should have three or four of them with masters degrees. We also conduct a monthly staff training session, and all are required to attend. We even have special training sessions for our cooks.

We view our role of taking care of other people's children seriously, and our motto, "More Than Just Babysitting," is a reality. The child is No. 1 in our centers. We are not in this business just to promote a public issue or to see how many franchises can be sold. We own and operate all our own centers and do not intend to alter that position. We deeply resent the intrusion of those into the Early Childhood Education field who are looking only for a fast buck. Believe me, it will not be found here. I fear that many companies and individuals will want to become involved in child care simply because government money is being handed out, and they have a chance to get on the bandwagon. I hope and pray some system will be devised whereby these kinds of individuals will be unable to participate in the program, and only those who have children as No. 1 will be involved.

Child care must be designed with the child in mind. All programs must be geared to meet the individual needs of the children. These needs vary from town to town, city to city, State to State. We have designed our programs so that the individual child in each center may be taken into consideration.

Mr. Chairman, and members of the committee, I wish to thank you for this opportunity to appear before you, and if we can be of benefit at any time to you individually or collectively, we stand ready, willing and able to do everything within our power for quality child care.

The Chairman. Thank you very much for a down-to-earth, commonsense statement.

A great deal of this problem, as far as you are concerned, is simply the lack of money to go foward with expanding child care; isn't that the main burden of your statement here? Aren't you saying that the main impediment you are finding as a free enterprise operation is that you would like to expand and will do so if there is more money available to pay for child care?

Mr. Durbin. That is right. We find that money is the greatest holdback. Staffing is really no problem. We are beset with about 300 or 400 applications from the degreed certificated teachers wanting jobs right now. We select people not only for that and, as I stated, we have our own training schools and we put strong emphasis on training. So personnel is not the problem.

I suppose the secondary problem would be finding the right location, where the need is the greatest. But finding adequate money for startup costs and financing the centers is the greatest. They can be run profitably after awhile.

Senator Bennett. I have two questions. You quote your rates. Are those rates based on the fact you get the use of the church property at what might be considered below commercial rates?

Mr. Durbin. Yes, sir; I am sure that has an effect.

Senator Bennett. So if you were really operating a commercial child center your rates would have to go up?

Mr. Durbin. Somewhat.

Senator Bennett. 10 percent, 20 percent?

Mr. Durbin. Yes, sir; 10 percent.

Senator Bennett. Now, you used the words child care and the phrase early childhood education interchangeably. Does that mean that you are providing regular preschool education for these children?

Mr. Durbin. Yes, sir; we have devised our own program. My wife has developed our curriculum after several years experience in education in that field, and we have our own social and educationally readiness program. This is why we take the part-time children as well for 3 half-days, 4 half-days, 5 half-days. The mornings, basically, are spent in the education field. We do not feel that we are in competition with public schools. Our rule is not to teach the child to read or write, but to have them ready so when they are exposed to the public school situation, it will take.

Senator Bennett. Are your standards checked by the public school? Do you have any relation to the regular education system?

Mr. Durbin. Yes. For instance, at five of our locations we have kindergartens as well, because the working mother still has the problem of what to do with the child the other half day, and our children are tested and put into the first grade, kindergarten. And the regulations of admissions are very strict along these lines. We meet those qualifications and work very closely with the local school district.

Senator Bennett. No further questions.

Senator Nelson?

Senator Nelson. No questions.

The Chairman. Thank you very much.

Our next witness will be Mr. Alvin G. Francies, chairman, Parent Policy Committee, National Capital Area Child Day Care Association, Inc.

STATEMENT OF ALVIN G. FRANCIES, CHAIRMAN, PARENT POLICY COMMITTEE, NATIONAL CAPITAL AREA CHILD DAY CARE ASSOCIATION, INC.

Mr. Chairman, members of the subcommittee: On behalf of the parents of the National Capital Area Child Day Care Association I would like to thank you for allowing us to testify before your Committee. I am Alvin Francies, chairman, Parent Policy Committee of Child Day Care Association and speak to you as officially representing the association. I am also chairman of the Parent Policy Council which is the parent body of the seven delegate agencies of the United Planning Organization (the local HEW grantee agency). My child has attended an association center for over a year.

We do not agree with the bill S. 2003 and believe that it does not meet the needs of Headstart parents. It does not allow for their participation in the making of policy and decisions related to the program. Based on information that has been presented to us from the Department of Health, Education and Welfare and other authorities and our own experience relative to this matter, parent involvement is essential for a quality child development program. We have found by involving the parents in the total operation of Headstart, the quality of the program has improved; the lives of the families have been positively affected and the total community is benefitted. It becomes an educational process, not only for the children but for the parents as well. It provides parents with an opportunity to make significant decisions for their children and serves as a source for gainful employment.

In order that our experiences may be more meaningful to you, let me give you brief background information about our agency.

The Child Day Care Association is a non-profit organization incorporated in 1965. Major sources of funds are derived from local and Federal agencies through the Model Cities and Headstart programs. There are 18 day-care centers, three after-school programs, and demonstration centers funded by the Labor Department and by the National Education Association.

Parent participation has been a part of the day-care association since its beginnings in 1965. Initially participation of parents meant their attendance at the meetings in the local center attended by their children. There was an advisory council for the association with parent representation from every center. Over the years the groups have acquired increasing amounts of knowledge and skill.

At the present time, the new Department of Health, Education, and Welfare guidelines for parent participation are being followed. Center parent groups meet monthly, select staff; plan their meetings; sponsor fund-raising activities; volunteer in daily activities and help establish policy for center decisions. The parent policy committee of the association has a membership representing every center in the association and representation from the community.

A few of our experiences, that show the kinds of parent involvement we consider to be meaningful for children, parents and staff are:

When a child enters our program, there is an orientation of the parent by the staff and by parents of children already enrolled in the program. This provides the basis for an understanding of the total program. There is also an initial explanation of the daily classroom activities as well as a discussion of the parent's role in the program.

At this point, relationships are established between parent and staff; and parents with parents. This makes it possible for the parent to feel comfortable with the staff. The effect of the program in the life of the child depends on the cooperative efforts of parent and all staff. These relationships are essential not only for the parent but also for the growth of a healthy self-concept for the child. He needs to be able to view his home and the center as parts of a whole and not as two isolated units disinterested and unconcerned with each other.

From this beginning, with frequent conversations and discussions, through cooperative efforts in a variety of activities, parents assume a widening scope of responsibilities that are vital and always developing. These responsibilities are varied and allow for the diversity of interest, ability and need of the individuals. They may include reenforcing learning concepts at home, volunteering at the center, selecting personnel, or helping to make policy decisions.

From those just mentioned, one area in which we have seen much growth is in personnel selection. At each center there is a parent personnel selection committee which is responsible for the selection of all staff for that particular center. This committee functions as the need arises. It meets with the center director, screens applications, then interviews the applicants and makes the selection.

When administrative staff is being hired—that is project director, career development coordinator, or a person serving several centers, such as a nurse—the personnel selection committee of the parent policy committee makes the selection.

When the parent committees are making a selection, academic qualifications are considered as well as the work experience of a person.

However, we also believe that for any individual to work effectively in our centers, he or she must be sensitive to and respect the needs of the families; needs as perceived by the families not as perceived by a Federal corporation remote in time, place and experience. We have found that involvement in selection of staff generates the enthusiasm and the interest of parents in the center.

When parents select staff, the center becomes "theirs" in a very real sense. From the staff viewpoint, the individual hired begins working with a sense of confidence and a desire to live up to the expectations of the parents who chose them. The individual also has an initial understanding of the vital role of parents.

It was from this kind of experience in selecting staff that parents began asking questions directly related to areas of personnel concern. "What is the difference between a teacher's aide, a day-care assistant and a teacher? What are the responsibilities of a center director? What kind of in-service training is provided for staff? How is job performance evaluated? How does an individual move from one job level to another?"

As a result of discussions coming from these kinds of questions, parents worked with staff on developing a career development program. The input of parents at those discussions clarified and standardized the procedures for the hiring and advancement of all staff—raised the level of the academic requirements for many jobs but especially those in the teaching line—and made many job descriptions more specific, in relation to the responsibilities of the individual in the job.

Closely related to the career development plan is the salary scale for the various positions. This salary scale was most recently adjusted upward by parents when the proposal was being prepared for submission to HEW through the united planning organization for annual funding. Parents felt that unless salaries were above subsistence levels their choices of candidates would be limited.

It is evident that parents have worked tirelessly to insure quality care for their children. Given the option, parents will not place their children in centers where there is no opportunity to influence policy. The current bill (S. 2003) does not give parents this option and seems aimed at denying low income families the right to make a choice for their children.

We hope that the committee will recognize the value of these experiences of parents and not support bill S. 2003 as it stands.

The CHAIRMAN. Thank you very much, Mr. Francies.

Senator Nelson?

Senator NELSON. No questions.

The CHAIRMAN. Dr. Francis Mechner, the president of UEC, Inc., has requested to be heard. We have time to hear him, I would like to call Dr. Mechner.

STATEMENT OF DR. FRANCIS MECHNER, PRESIDENT, UEC, INC.

Mr. MECHNER. Thank you. My statement may take approximately 20–25 minutes.

The CHAIRMAN. Can you abbreviate it somewhat?

Senator BENNETT. We have a fixed appointment that we can't possibly break at 12:15, both of us, all of us, the three of us.

Mr. Mechner. All right.

Senator Nelson. Will the statement be printed in full in the record?

The Chairman. Yes. We will be glad to print the entire statement.*

Senator Bennett. I would like to know what UEC means.

Mr. Mechner. UEC formerly stood for Universal Education Corp. and it has been renamed UEC Inc.

Senator Bennett. Where is it located?

Mr. Mechner. Located in New York City. I consider it a great privilege to testify before this committee on the matter which I consider extremely important to our country. I am by way of background, a corporate executive, president of this company, an educator, a psychologist.

During the past year, I have had the privilege of working with a number of State Governors and their staffs on the problem of implementing expanded child care systems that will meet the Federal interagency guidelines. Through these contacts, I have become familiar with the problems which States face in implementing effective child care programs on an expanded scale. Several States have generated highly competent studies in this area. Notable among these is the indepth study performed in 1970 by the Texas Senate Interim Committee on Welfare Reform to determine the most effective ways to break the poverty cycle in Texas. Another exemplary plan is the one created by Gov. Jimmy Carter of Georgia. These and other studies clearly show that a sound approach to the problem of poverty must involve child care programs which meet certain essential criteria which I shall outline. In line with these findings, several fine bills, an outstanding example of which is the Federal Child Care Corporation Act, introduced last year by the distinguished chairman of this committee, have recently been proposed. However, based upon my work with more than a dozen States, I am prepared to state that a major breakthrough in the large-scale expansion of the needed child-care services would occur promptly, even under present legislation, if only the 75–25 matching provision of title IV of the Social Security Act were changed to 90–10 along the lines which you, Mr. Chairman, outlined last week in your address to the governors in San Juan, and if a portion of these funds could be applied against the costs of acquiring and renovating day-care facilities. The problem of the States is principally one of funding.

During the past few years, a great deal of excellent material has been written about the considerable benefits this country would derive from the widespread availability of day-care services.

Briefly, these benefits are:

1. Mothers are freed to take employment.
2. The child's intellectual and social development, his subsequent success in school, and his later productivity in adult life are enhanced as a result of the educational component of the day-care service. The likelihood that he will later contribute to the country's increasing school dropout rate, juvenile delinquency rate, and crime rate are correspondingly reduced. It has often been correctly pointed out that the poverty cycle must be broken during the early childhood years when

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*See pp. 328 ff.

the individual's self-image and sense of competence are still being formed.

3. Expanded day-care services can provide career opportunities directly to some individuals who are now unemployed by providing them with training and employment within the day-care system itself.

My purpose here is to point out that these benefits are not an automatic and inevitable consequence of the availability of day-care services. The benefits will accrue only if the day-care services meet certain criteria.

First, I would like to make some comments on the subject of the educational component of day care. It is now generally agreed that a satisfactory day-care program must have an educational component to promote the child's cognitive, social, and emotional development. This is important because the early years of a child's life are his formative years. What to do about them is far more difficult, and has important implications for what constitutes good day care—day care that is beneficial to the child's development.

The child's cognitive educational development is only a part of the problem. Equally important is his social and emotional development. This phase of a child's development, too, can be defeated by a day-care service that does not provide an appropriate learning environment. The day-care environment must stimulate human contact and social relationships between the children and other individuals. Here again, merely putting a child together with many other children, even under competent supervision, does not create the conditions necessary for learning the social roles essential for effective family life and work relationships. If children are reared in a too restrictive institutional atmosphere, their interpersonal relationships become distorted and their emotional development suffers. The day-care environment, in order to be beneficial for the child's social and emotional development, must foster stable and long-term interpersonal relationships between children and staff members. It must approximate a family environment both physically and socially. For example, there must be a place which the child calls his own, and to which he returns regularly. Also, there must be at least one individual with whom the child has a continuing relationship. This can be accomplished by organizing the children into small groups rather than large ones, and providing child-to-adult ratios of not more than 6 to 1. The competition of the day-care staff should enable the child to learn to interact with both men and women, with both elderly people and teenagers, and with people representing varied social and educational backgrounds. I strongly endorse the comment made earlier by Senator Nelson regarding the use of teenagers, both high school and college involvement in this area, both from the benefits that result from this and because of the psychological and sociological soundness of this kind of approach. In short, the day-care center should function like the extended family of earlier times, which is still the most successful and time-tested social structure known to man.

The composition of the day-care staff in directly with another important requirement of an expanded day-care system; namely, that it provides employment to individuals who are now on welfare or public assistance by training and employing them within the day-care system itself. A sociologically wholesome day-care environment requires the involvement of elderly people, young people, and parents from the child's own community and social environment, on a continuing basis. These are precisely the people who are likely to be on welfare or public assistance. The fact that many of these people may lack work skills for such standard occupations as typing or clerical work would not be a handicap. Skill in relating to children and the ability to establish healthy emotional and interpersonal relationships may exist to a high degree in individuals who have relatively little formal education or work experience. With suitable training, many of these individuals can become highly effective day-care workers. Three to six weeks of training can transform people who are now a burden on the taxpayer into productive, satisfied, and self-respecting workers.

Finally, there are administrative requirements and criteria related to implementation that are as important in providing the needed services and benefits as all the other criteria I have so far discussed. The more obvious ones are quality control on a continuing basis, management, and adherence to timetable and budgets. My main point in this connection is that industry, private industry, has capabilities in this area, which can be an important asset in meeting these problems, because private industry's stock in trade is competence in management, organization, planning, and control, and private industry can be held accountable for the results.

As evidence that private industry is capable of marshaling the country's best professional and technical talent as well as the necessary capital for the task of producing child care systems that meet all the criteria discussed above. I would like to cite the educational day-care system developed by my own company, UEC. My intention here is not to advertise this system, but rather to use it as an example which is familiar to me. UEC has spent close to 4 years, and in excess of $6 million on the development of a comprehensive educational day-care system. The system's various components, including preschool education, infant and toddler development, parent involvement, staff training, health services, family social services, and various physical components, have been tested over a 2-year period in diverse settings involving thousands of children and parents. During these field trials the system has been extensively refined and revised in the light of experience and results, and has been favorably reviewed, analyzed, and evaluated by various independent authorities. In short, here is a system which is ready for immediate large-scale implementation, and the need for the benefits that such a system could deliver is great. Prof. Urie Bronfenbrenner of Cornell University, who was the architect of Headstart and one of the many distinguished educators who participated in the development of UEC's system, said very eloquently in his opening remarks on one of the numerous occasions on which he testified before the congressional committees, that he feels about our society the way an astronomer might feel if he had a clear indication that the solar system is coming apart. Professor Bronfenbrenner's sense of urgency regarding the need for prompt action by our society regarding child care has been echoed in various forms by many other concerned individuals ranging from Dr. Spock to President Nixon.

To summarize, a change from the 75–25 matching ratio of title IV of the Social Security Act to 90–10 in accordance with your suggestion, Mr. Chairman, would enable the States to move forward promptly, in response to the urgent need for expanded child care services. However, if our country is to achieve the anticipated benefits from such expansion, the criteria I have outlined will require realistic implementation.

Thank you, Mr. Chairman, for having given me the opportunity to make this statement.

The CHAIRMAN. Thank you for your presentation, Dr. Mechner.

I think that the improvement of the matching formula is one thing that is well within our capability and if we don't do anything else, I think we will succeed in achieving that in this Congress.

Mr. MECHNER. Thank you, sir.

The CHAIRMAN. Thank you very much for your statement.

(Mr. Mechner's prepared statement follows:)

PREPARED STATEMENT OF DR. FRANCIS MECHNER, PRESIDENT, UEC, INC.

Mr. Chairman, I consider it a great privilege to testify before this Committee on a matter which I personally regard as the single most pressing social problem facing our country today, namely child care. By way of introduction, I am Francis Mechner, President of UEC INC. But, I must also state that the point of view which I bring to bear on the matter before this Committee is not solely that of a corporate excutive. By training, I am an educator and psychologist. I received my doctorate in psychology from Columbia University where I subsequently served on the faculty and conducted research. I have served as an educational consultant to UNESCO and am currently a member of the National Advisory Board of the Carnegie Corporation's Sesame Street project. My twenty years of work in the education field have also been reinforced by the practical rigor of being the father of four children, ages 1, 3, 5, and 7.

During the past year, I have had the privilege of working with a number of state governors and their staffs on the problem of implementing expanded child care systems that will meet the Federal Interagency Guidelines. Through these contacts, I have become familiar with the problems which states face in implementing effective child care programs on an expanded scale. Several states have generated highly competent studies in this area. Notable among these is the in-depth study performed in 1970 by the Texas Senate Interim Committee on Welfare Reform to determine the most effective ways to break the poverty cycle in Texas. Another exemplary plan is the one created by Governor Jimmy Carter of Georgia. These and other studies clearly show that a sound approach to the problem of poverty must involve child care programs which meet certain essential criteria which I shall outline. In line with these findings, several fine bills, an outstanding example of which is the Federal Child Care Corporation Act introduced last year by the distinguished Chairman of this Committee, have recently been proposed. However, based upon my work with more than a dozen states, I am prepared to state that a major breakthrough in the large-scale expansion of the needed child care services would occur promptly, even under present legislation, if only the 75-25 matching provision of Title IV of the Social Security Act were changed to 90-10 along the lines which you, Mr. Chairman, outlined last week in your address to the governors in San Juan, and if a portion of these funds could be applied against the costs of acquiring and renovating day-care facilities. The problem of the states is principally one of funding.

During the past few years, a great deal of excellent material has been written about the considerable benefits this country would derive from the widespread availability of day-care services.

Briefly, these benefits are:

1. Mothers are freed to take employment.
2. The child's intellectual and social development, his subsequent success in school, and his later productivity in adult life are enhanced as a result of the educational component of the day-care service. The likelihood that

he will later contribute to the country's increasing dropout rate, juvenile delinquency rate, and crime rate are correspondingly reduced. It has often been correctly pointed out that the poverty cycle must be broken during the early childhood years when the individual's self-image and sense of competence are still being formed.

3. Expanded day-care services can provide career opportunities directly to some individuals who are now unemployed by providing them with training and employment within the day-care system itself.

My purpose here is to point out these benefits are not an automatic and inevitable consequence of the availability of day-care services. The benefits will accrue only if the day-care services meet certain criteria. If the day-care services do not meet such criteria, the anticipated benefits may be lost and adverse long-range consequences may even result.

First I would like to make some comments on the subject of the educational component of day-care. It is now generally agreed that a satisfactory day-care program must have an educational component to promote the child's cognitive, social, and emotional development. This is important because the early years of a child's life are his formative years. During these years, his later intelligence, character, personality, and emotional makeup are formed, and he takes important steps toward formulating the adult model after which he unconsciously fashions himself as he grows up. The kind of model the child adopts will depend on the characteristics of the adults who surround him and bring him up. It will depend, for example, upon whether they work for a living and whether they value achievement. And the child's intellectual development during his formative years depends upon whether the learning environment in which he grows up teaches him the basic skills and concepts which he must acquire as the stepping stones towards becoming an educated and intelligent adult.

Such facts about the importance of the early years are easy to state and they have been stated often and well; what to do about them is far more difficult, and has important implications for what constitutes good day-care—day-care that is beneficial to the child's development.

Most day-care operations pay lip service to the importance of the educational component and many claim to provide for it; but, in fact, few actually do so adequately. For example, a day-care program is not educational merely by virtue of the fact that it provides the children with educational toys and posts the alphabet on the wall. In order to have true educational value the program must provide the child with learning experiences and educational stimulation relevant to his learning needs. It must challenge him at the frontier of his educational development and must expose him to the specific concepts and skills he needs to develop as part of his intellectual growth and as preparation for later success in school and in life. The educational programs must do this in a way that stimulates his desire to continue to learn. To accomplish all this, the educational component of a day-care program must have the following characteristics:

1. A separate preschool curriculum for each age level which provides every child with exposure to the concepts and skills, both cognitive and social, which he needs at his chronological stage of development.

2. A system for keeping track of every child's individual development, in order to provide him with the learning experiences from which he can benefit.

3. A training system to insure that every day-care staff member understands the system, uses it properly, and follows good child care and teaching practices.

4. A parent involvement system that meaningfully enlists the parent's collaboration in the child's educational development. Here again, it is not sufficient merely to establish good rapport with the parent. The parent must be given specific instructions, materials, and the wherewithal to meaningfully partake in the child's educational development. The parent involvement program must offer specific activities involving parent and child, which are programmed and reviewed on a weekly basis.

5. A system for motivating children to learn. A preschool child cannot be regimented in classroom fashion and given assignments. The desire to learn must emanate from the success the child experiences; and the learning environment must be conducive to exploration, discovery and excitement. This can be achieved through the use of games, puppet shows and films, and encouragement by staff members who are trained to guide children to learn through discovery.

The child's cognitive educational development is only a part of the problem. Equally important is his social and emotional development. This phase of a child's development too can be defeated by a day-care service that does not provide an appropriate learning environment. The day-care environment must stimulate human contact and social relationships between the children and other individuals. Here again, merely putting a child together with many other children, even under competent supervision, does not create the conditions necessary for learning the social roles essential for effective family life and work relationships. If children are reared in a too restrictive institutional atmosphere, their interpersonal relationships become distorted and their emotional development suffers. The day-care environment, in order to be beneficial for the child's social and emotional development, must foster stable and long-term interpersonal relationships between children and staff members. It must approximate a family environment both physically and socially. For example, there must be a place which the child calls his own, and to which he returns regularly. Also, there must be at least one individual with whom the child has a continuing relationship. This can be accomplished by organizing the children into small groups rather than large ones, and providing child-to-adult ratios of not more than six-to-one. The composition of the day-care staff should enable the child to learn to interact with both men and women, with both elderly people and teenagers, and with people representing varied social and educational backgrounds. In short, the day-care center should function like the extended family of earlier times, which is still the most successful and time-tested social structure known to man.

The composition of the day-care staff ties in directly with another important requirement of an expanded day-care system, namely that it provide employment to individuals who are now on welfare or public assistance by training and employing them within the day-care system itself. A sociologically wholesome day-care environment requires the involvement of elderly people, young people, and parents from the child's own community and social environment, on a continuing basis. These are precisely the people who are likely to be on welfare or public assistance. The fact that many of these people may lack work skills for such standard occupations as typing or clerical work would not be a handicap. Skill in relating to children and the ability to establish healthy emotional and interpersonal relationships may exist to a high degree in individuals who have relatively little formal education or work experience. With suitable training, many of these individuals can become highly effective day-care workers. Three to six weeks of training can transform people who are now a burden on the taxpayer into productive, satisfied, and self-respecting workers.

Finally, there are administrative requirements and criteria related to implementation that are as important in providing the needed services and benefits as all the other criteria I have so far discussed. The more obvious ones are quality control on a continuing basis, management, and adherence to timetables and budgets.

These are areas where great pitfalls exist. Even a well-conceived program can founder on the shoals of mismanagement, time delays, and budgetary overruns. In the day-care field in particular, budgetary overruns of several hundred percent can result from a variety of circumstances such as community dissension or site acquisition problems. Such circumstances, which are really management and planning failures, can easily be put forward as extenuating circumstances in a field as sensitive and complex as day-care. And even when these problems are overcome on a small scale in one or two locations, there is still no assurance that they can be solved by the same managerial methods when the system is expanded to dozens of communities. Large-scale implementation requires a completely different management and administrative approach than small-scale operations, if quality and cost controls are to be maintained.

I submit that the most promising solution for this group of problems is provided by the mechanism of governmental agencies contracting with private industry. Here are some of the reasons why private industry provides the best hope for governmental agencies to secure the expected benefits of day-care services:

1. Private industry's stock-in-trade is competence in management, organization, planning and control. Because these functions are particularly difficult in connection with the implementation of day-care systems on a large scale, private industry's capabilities become especially attractive and may in the long run prove essential.

2. Private industry acting as contractor to a governmental agency, can be held accountable by the agency. Accountability is the key to insuring performance and obtaining the desired result. A governmental agency can write a contract with a private organization as contractor, specifying the desired timetable, outcomes, and budgets. The reason why accountability can be achieved in contracts with private industry is, of course, that private contractors can be hired and fired.

3. In carrying out a complex, difficult, and sometimes innovative task, the best available talent must be assembled. Private industry can attract and assemble the best managerial and technical talent far more quickly and easily than most governmental agencies.

4. Private industry, in performing the functions of day-care contractor, must be particularly responsive to the parents and communities it is serving: A private corporation must continuously strive to be retained and accepted and can accomplish this only by generating customer satisfaction. It is hired, not legally chartered.

5. Private industry, in order to expand its services and remain ahead of its competition, must continuously strive to improve its products, services and delivery systems.

As evidence that private industry is capable of marshalling the country's best professional and technical talent as well as the necessary capital for the task of producing child care systems that meet all the criteria discussed above, I would like to cite the Educational Day-Care System developed by my own company, UEC. My intention here is not to advertise this system, but rather to use it as an example which is familiar to me. UEC has spent close to four years, and in excess of six million dollars, on the development of a comprehensive educational day-care system. The system's various components, including preschool education, infant and toddler development, parent development, staff training, health services, family social services, and various physical components, have been tested over a two-year period in diverse settings involving thousands of children and parents. During these fields trials the system has been extensively refined and revised in the light of experience and results, and has been favorably reviewed, analyzed, and evaluated by various independent authorities. In short, here is a system which is ready for immediate large-scale implementation, and the need for the benefits that such a system could deliver is great. Professor Urie Bronfenbrenner of Cornell University, who was the architect of Hearstart and one of the many distinguished educators who participated in the development of UEC's system, said very eloquently in his opening remarks on one of the numerous occasions on which he testified before congressional committees, that he feels about our society the way an astronomer might feel if he had a clear indication that the solar system is coming apart. Professor Bronfenbrenner's sense of urgency regarding the need for prompt action by our society regarding child care has been echoed in various forms by many other concerned individuals ranging from Dr. Spock to President Nixon.

To summarize, a change from the 75–25 matching ratio of Title IV of the Social Security Act to 90–10 in accordance with your suggestion, Mr. Chairman, would enable the states to move forward promptly, in response to the urgent need for expanded child care services. However, if our country is to achieve the anticipated benefits from such expansion, the criteria I have outlined will require realistic implementation.

Thank you, Mr. Chairman, for having given me the opportunity to make this statement.

The CHAIRMAN. We will now stand adjourned to reconvene tomorrow at 10 a.m.

(Whereupon, at 12:15 p.m., the hearing adjourned to reconvene on Friday, September 24, 1971, at 10 a.m.)

CHILD CARE HEARINGS OF 1971

FRIDAY, SEPTEMBER 24, 1971

U.S. SENATE,
COMMITTEE ON FINANCE,
Washington, D.C.

The committee met, pursuant to recess, at 10:10 a.m., in room 2221, New Senate Office Building, Senator Russell B. Long (chairman) presiding.

Present: Senators Long, Anderson, Nelson, Bennett, Jordan of Idaho, and Hansen.

Senator BENNETT. The committee will come to order. The chairman has been detained on the Senate floor and has asked me to begin the hearings. We will be happy to hear the first witness, Mrs. Bernard Koteen.

Do you have a prepared statement?

STATEMENT OF MRS. BERNARD KOTEEN, CHAIRMAN, NATIONAL COUNCIL OF JEWISH WOMEN

Mrs. KOTEEN. I will begin my testimony on the second page of the text that you have in front of you. I represent an organization that has been concerned with problems of children for many, many years. We have programs in the day-care and child-care field in over 100 communities in our country but we are currently conducting a survey of day-care facilities in over 80 cities throughout the United States and many hundreds of our members are able women volunteers, have visited a large number of day-care needs and services. Their reports provide an invaluable source of current information. Findings will be presented later this year in a report to be entitled "Windows on Day Care." Our analysis of all the material received is not yet complete, but we have summarized information concerning a representative group of cities.

Working mothers interviewed in these areas reported a far greater degree of dissatisfaction with care of children in their own homes than in day-care homes or centers. Our members reported many 8 and 9 year olds kept from school to look after younger brothers and sisters. Few mothers who depend on babysitters in the home can afford to pay enough to obtain well-trained helpers. It is therefore not surprising that so many mothers are dissatisfied with this type of child-care service.

As to conditions in day-care homes, the evidence is discouraging. Our members and many others have told us that the overwhelming majority of children in day-care homes receive custodial care only.

Some of the day-care homes our members described were unbelievably bad. Let us cite one example: a day-care home licensed to care for no more than six children. In it were found 47 children cared for by the day-care mother without any assistance. Eight infants were tied to cribs; toddlers were tied to chairs; and 3-, 4- and 5-year-olds coped as best they could.

A center was visited in a large southern city. Said the volunteers:

> This is an abominable center. In charge were several untrained high school girls. No adults were present. There were no decent toys. It was very crowded. Rat holes were clearly visible. While we were there every child's face was washed with one cloth. To keep discipline the children were not allowed to talk. This mass custodial center couldn't have been much worse.

Here is another account of a center in a northern city:

> This center should be closed. It was absolutely filthy * * * broken equipment * * * broken windows * * * Two children, aged 10 and 12, were in charge. The kitchen was very dirty * * *

Another excerpt:

> Very poor basement dark room. All ages together. Rigid control and discipline. Run down equipment. Babies are kept next door in double decker cardboard cribs in a small room with a gas heater.

"This," said the reporter, "is a sad case of inhumane dehumanizing of kids by an owner who makes plenty of money."

The overall unmet need for good day care is huge. In city after city where the volunteer participants in our "Windows on Day Care" study project interviewed people in their communities best informed about day-care needs, they were told that a 10 or more fold increase in quality day-care services would be a reasonable short-term target. Our own experience convinces us that we should set a goal for the provision over the next 5 years of developmental day-care services for at least 2 million additional children, merely to catch up with the most urgent part of current backlog.

The care of at least half of these additional children should be fully subsidized and the rest partially subsidized, with fees charged according to income.

As the preliminary report of our survey indicates, the lack of quality facilities for the care of children has reached crisis proportions. We are greatly encouraged, therefore, that Congress is continuing to focus attention on the problem and hope that a meaningful program to meet this need will be enacted.

For this reason we carefully examined the two proposals now pending before your committee and I wish to comment first on the provisions of H.R. 1.

1. We are concerned that the emphasis in this legislation is primarily on forcing AFDC mothers to accept employment. We feel that the main objective of the program should be to provide a healthy environment, conducive to the sound development and well-being of the child. We sincerely hope the committee will include in the legislation the concept that the child's welfare and the child's development are of paramount importance and the first concern of Congress in enacting the legislation.

2. As indicated in the report, the child-care services would be available exclusively to mothers on public assistance who are either training

for a job or are employed. While we fully agree that priority must be given to the neediest, we note that the majority of all working women with preschool children are not poor enough to qualify for subsidized care under the legislation but not rich enough to pay the full cost of quality care. Literally thousands of children in families with incomes slightly above the standard for AFDC families are in need of the service on a subsidized basis. We suggest that eligibility requirements for subsidized care be liberalized, a recommendation which we will expand upon in our testimony on S. 2003.

3. The divided administration of the program between the Department of Health, Education and Welfare and the Department of Labor is, in our view, highly undesirable. Child development is an area which requires special orientation to the needs of children on the part of those administering the program. A Department which concerns itself primarily with job development or placement is not likely to emphasize quality care. Its first concern would undoubtedly be to place people in jobs and only secondarily to provide child care. We would hope to see responsibility for the care of small children vested in an agency whose focus is on their needs.

4. We are greatly concerned about the recommendation in the report of the Committee on Ways and Means of the use of the "voucher system." The theory that through this system the mother will have a choice of services is highly fallacious. She will have the same choice she has now of buying whatever services are available, most of which, as indicated in our survey, are of extremely low quality and can do untold harm to the children. There is no means of applying or enforcing standards or requirements under such a system. It should be eliminated as rapidly as possible.

S. 2003

We are encouraged by many of the provisions of S. 2003 such as those which amend the Social Security Act to provide for 100 percent Federal financing of child-care services for welfare recipients and for Federal subsidization of a portion of child-care services for low income families. The title I amendments to the Internal Revenue Code providing greater tax relief to lower and middle income working women is a great step forward in its recognition of the difficulties faced by the vast majority of working mothers of young children in paying for decent child care.

There are some questions in our minds, however, about these and other sections of the bill.

1. FINDING AND DECLARATION OF PURPOSE

In his introductory comments to S. 2003 it was emphasized by the chairman of your committee that:

> First and foremost, it (the legislation) must have as its major goal expansion of the availability of good child care services for pre-school and school-age children.

The central focus, therefore, was on the needs of the child. However, section 2001 of the legislation states as its goal "opportunities for employment or self-improvement of parents." This is a change of focus which may influence the type of facility for child care and the type of service which will be acceptable. We hope that the legislation will be modified to place primary emphasis on the needs of the child.

2. SUBSIDIZATION OF SERVICE

Good day care is expensive. Our study shows that in many of the cities care costs $35, $40 and even more a week per child. Relatively few families with working mothers can afford $2,000 a year for care of a child outside the home. The tax relief proposed will help, but not nearly enough. Will it enable a working mother whose income is $6,000 per year to pay $2,000 per year for the care of each of her preschool children? In many cities we found that families of four with incomes of over $3,800 were excluded from subsidized day care on the ground of having "above poverty" incomes. Only a fraction of the families with pre-school children are eligible for subsidized child care under the social security amendments. Moreover, the proposed Federal Child Care Corporation would not provide subsidies but would expect outlays generally to be repaid through charges for service.

In our mind this represents a major inadequacy in the legislation. We would hope that a realistic look will be taken at what low- to middle-income families can afford to pay for quality day care in relation to the costs and that full subsidization will be authorized for the differential.

3. STANDARDS

In the introductory comments the chairman stated that:

> One of the major goals of my bill is to insure that the facilities providing care under the Corporation's auspices meet national child care quality standards . . .

We fully subscribe to this intent and feel it important that standards be spelled out in the legislation in order to provide a legal basis for enforcement. However, some of the standards written into the bill are well below those of the Interagency Committee Standards of 1968, which we consider a reasonable definition and yardstick of quality day-care facilities. For example, section 2004(b)(1) sets child-staff ratios for children 3 and above in home care facilities at no less than 8 to 1 and for day-care centers at no less than 10 to 1. The Interagency requirements for home care for children 3 and above set ratios at no more than 6 to 1 and for day-care centers of no more than 5 to 1. We would urge that the standards of S. 2003 be written in terms of a ceiling on the ratio approximately the 1968 Interagency requirements.

We are also concerned that the standards of S. 2003 do not specify a maximum number of children who may be grouped for care; nor do they provide for direction of educational activities by a staff member trained or experienced in child growth and development. Standards relating to these matters are provided by the Federal interagency requirements and the NCOW has adhered to these and other requirements providing services in facilities which we operate. We would not settle for less in our own centers and would hope that other providers would not be subsidized to do less.

4. CHILD CARE FOR PROFIT

At the beginning of our testimony we detailed the findings of our survey teams which observed the quality of "in-home care" and care in day-care homes and centers throughout the country. The evidence is discouraging. Money is the principal problem—money for training, money for salaries, money for construction and remodeling, money for equipment and toys, money for supportive services and money for licensing and inspection. When, in addition, there must be money for profit to entrepreneuers, the quality of service to our children suffers all the more.

Council survey participants visited 127 proprietary centers in all parts of the country caring for 6,599 children. Fees in these centers averaged a little more than $18 a week.

Proprietors told us that they could not charge more; few parents can pay higher fees. But with receipts at this level, we found that a large proportion of the salaries paid day-care workers were abysmally low. More than two-thirds of the proprietary centers visited were paying some professional staff members as little as $1,500 to $4,000 a year.

Many proprietors were the first to tell us that given the fees that they can collect, they can't afford well-trained day-care personnel.

Senator Bennett. The clock has run out. I should have said at the beginning your entire statement will be included in the record as if read and I would appreciate it and I am sure the committee would if you would permit us to put the statement in the record unless there is some particular point in the remaining two or three pages that you would like to underscore.

Mrs. Koteen. If I may have a moment on community planning, Senator. We are very concerned that the bill bypasses community councils, community organization, which have banded together and where they have our surveys has indicated in many, many cities throughout the country where you have strong community organizations providing day-care services, planning for day-care services, day care has moved ahead in those cities, Baltimore, New York, Cleveland and Denver. There are very effective community organizations that have banded together, coalitions of organizations, and have really developed excellent programs for their cities. We would hope that the legislation would not bypass these organizations.

Thank you.

Seantor Bennett. Thank you.

Any questions, Senator Anderson?

Senator Anderson. No. Thank you.

Senator Bennett. Thank you very much for your cooperation. May I make it clear again that all written testimony will be put in the record in full as though it were read, which means that if you do not read it all the record will contain it, contain those parts you skipped.

(Mrs. Koteen's prepared statement follows:)

Prepared Statement of the National Council of Jewish Women, Inc., Submitted By Mrs. Bernard Koteen

I am Mrs. Bernard Koteen, Chairman National Affairs Committee, Member National Executive Committee, and member National Board of the National

Council of Jewish Women, an organization established in 1893, with a membership of over 100,000 in local units throughout the United States. The organization has had a concern for the welfare of children since its inception. Over the years our members pioneered in the establishment of a variety of children's programs. Several years ago a number of our local Sections sponsored early childhood education programs which were the forerunner of the Head Start Program. At our last Biennial Convention, held at the end of March 1971, the delegates resolved:

"To work for the expansion and development of quality comprehensive child care programs, available to all children, and to work for adequate financing."

The establishment of quality day care facilities is one of our program priorities. In more than 100 cities throughout the United States our members are actively involved in providing day care programs and services. Recently the National Council of Jewish Women established a day care facility in cooperation with Georgetown University Hospital in Washington, D.C. for the care of children of hospital employees. Our interest in child care is, therefore, more than academic.

Under the direction of Mrs. Mary Dublin Keyserling, former Director of the Women's Bureau, U.S. Department of Labor, we are also conducting a survey of day care facilities in over 80 cities throughout the United States. Many hundreds of our members, able women volunteers have visited a large number of day care centers and family day care homes, interviewed mothers and many other people in their communities most knowledgeable about day care needs and services. Their reports provide an invaluable source of current information. Finding will be presented later this year in a report to be entitled "Windows on Day Care." Our analysis of all the material received is not yet complete, but we have summarized information concerning a representative group of cities.

Working mothers interviewed in these areas reported a far greater degree of dissatisfaction with care of children in their own homes than in day care homes or centers. Our members reported many 8 and 9-year olds kept from school to look after younger brothers and sisters. Few mothers who depend on baby sitters in the home can afford to pay enough to obtain well-trained helpers. It is therefore not surprising that so many mothers are dissatisfied with this type of child care service.

As to conditions in day care homes, the evidence is discouraging. Our members and many others have told us that the overwhelming majority of children in day care homes receive custodial care only. Some of the day care homes our members described were unbelievably bad. Let us cite one example: a day care home licensed to care for no more than 6 children. In it were found 47 children cared for by the day care mother without any assistance. Eight infants were tied to cribs; toddlers were tied to chairs; and 3, 4 and 5-year olds coped as best they could.

A center was visited in a large southern city. Said the volunteers: "This is an abominable center. In charge were several untrained high school girls. No adults were present. There were no decent toys. It was very crowded. Rat holes were clearly visible. While we were there every child's face was washed with one cloth. To keep discipline the children were not allowed to talk. This mass custodial center couldn't have been much worse."

Here is another account of a center in a northern city: "This center should be closed. It was absolutely filthy . . . broken equipment . . . broken windows . . . two children, aged 10 and 12, were in charge. The kitchen was very dirty. . . ."

Another excerpt: "Very poor basement dark room. All ages together. Rigid control and discipline. Run down equipment. Babies are kept next door in double decker cardboard cribs in a small room with a gas heater." "This," said the reporter, "is a sad case of inhumane dehumanizing of kids by an owner who makes plenty of money."

The overall unmet need for good day care is huge. In city after city where the volunteer participants in our "Windows on Day Care" study project interviewed people in their communities best informed about day care needs, they were told that a 10 or more fold increase in quality day care services would be a reasonable short term target. Our own experience convinces us that we should set a goal for the provision over the next five years of developmental day care services for at least 2 million additional children, merely to catch up with the most urgent part of current backlog.

The care of at least half of these additional children should be fully subsidized and the rest partially subsidized, with fees charged according to income.

As the preliminary report of our survey indicates, the lack of quality facilities for the care of children has reached crisis proportions. We are greatly encouraged, therefore, that Congress is continuing to focus attention on the problem and hope that a meaningful program to meet this need will be enacted.

For this reason we carefully examined the two proposals now pending before your Committee and I wish to comment first on the provisions of H.R. 1.

1. We are concerned that the emphasis in this legislation is primarily on forcing AFDC mothers to accept employment. We feel that the main objective of the program should be to provide a healthy environment, conducive to the sound development and well-being of the child. We sincerely hope the Committee will include in the legislation the concept that the child's welfare and the child's development are of paramount importance and the first concern of Congress in enacting the legislation.

2. As indicated in the report, the child care services would be available exclusively to mothers on public assistance who are either training for a job or are employed. While we fully agree that priority must be given to the neediest, we note that the majority of all working women with pre-school children are not poor enough to qualify for subsidized care under the legislation but not rich enough to pay the full cost of quality care. Literally thousands of children in families with incomes slightly above the standard for AFDC families are in need of the service on a subsidized basis. We suggest that eligibility requirements for subsidized care be liberalized, a recommendation which we will expand upon in our testimony on S. 2003.

3. The divided administration of the program between the Department of Health, Education and Welfare and the Department of Labor is, in our view, highly undesirable. Child development is an area which requires special orientation to the needs of children on the part of those administering the program. A Department which concerns itself primarily with job development or placement is not likely to emphasize quality care. Its first concern would undoubtedly be to place people in jobs and only secondarily to provide child care. We would hope to see responsibility for the care of small children vested in an agency whose focus is on their needs.

4. We are greatly concerned about the recommendation in the report of the Committee on Ways and Means of the use of the "voucher system." The theory that through this system the mother will have a choice of services is highly fallacious. She will have the same choice she has now of buying whatever services are available, most of which, as indicated in our survey, are of extremely low quality and can do untold harm to the children. There is no means of applying or enforcing standards or requirements under such a system. It should be eliminated as rapidly as possible.

S. 2003

We are encouraged by many of the provisions of S. 2003 such as those which amend the Social Security Act to provide for 100% Federal financing of child care services for welfare recipients and for Federal subsidization of a portion of child care services for low income families. The Title I amendments to the Internal Revenue Code providing greater tax relief to lower and middle income working women is a great step forward in its recognition of the difficulties faced by the vast majority of working mothers of young children in paying for decent child care.

There are some questions in our minds, however, about these and other sections of the bill.

1. FINDINGS A/D DECLARATION OF PURPOSE

In his introductory comments to S. 2003 it was emphasized by the Chairman of your Committee that:

"First and foremost, it (the legislation) must have as its major goal expansion of the availability of good child care services for pre-school and school-age children."

The central focus, therefore, was on the needs of the child. However, Section 2001 of the legislation states as its goal "opportunities for employment or self-improvement of parents." This is a change of focus which may influence the type of facility for child care and the type of service which will be acceptable. We hope that the legislation will be modified to place primary emphasis on the needs of the child.

2. SUBSIDIZATION OF SERVICE

Good day care is expensive. Our study shows that in many of the cities care costs $35, $40 and even more a week per child. Relatively few families with working mothers can afford $2,000 a year for care of a child outside the home. The tax relief proposed will help, but not nearly enough. Will it enable a working mother whose income is $6,000 per year to pay $2,000 per year for the care of each of her pre-school children? In many cities we found that families of four with incomes of over $3,800 were excluded from subsidized day care on the ground of having "above poverty" incomes. Only a fraction of the families with pre-school children are eligible for subsidized child care under the Social Security Amendments. Moreover, the proposed Federal Child Care Corporation would not provide subsidies but would expect outlays generally to be repaid through charges for service.

In our mind this represents a major inadequacy in the legislation. We would hope that a realistic look will be taken at what low-to-middle income families can afford to pay for quality day care in relation to the costs and that full subsidization will be authorized for the differential.

3. STANDARDS

In the introductory comments the Chairman stated that "one of the major goals of my bill is to insure that the facilities providing care under the Corporation's auspices meet national child care *quality* standards. . . ." We fully subscribe to this intent and feel it important that standards be spelled out in the legislation in order ot provide a legal basis for enforcement. However, some of the standards written into the bill are well below those of the Inter-Agency Committee Standards of 1968, which we consider a reasonable definition and yardstick of quality day care facilities. For example, Section 2004 (b) (1) sets child-staff ratios for children 3 and above in home care facilities at no *less* than 8 to 1 and for day care centers at no *less* than 10 to 1. The Inter-Agency Requirements for home care for children 3 and above set ratios at no more than 6 to 1 and for day care centers of no *more* than 5 to 1. We would urge that the standards of S. 2003 be written in terms of a ceiling on the ratio approximately the 1968 Inter-Agency Requirements.

We are also concerned that the standards of S. 2003 do not specify a maximum number of children who may be grouped for care; nor do they provide for direction of educational activities by a staff member trained or experienced in child growth and development. Standards relating to these matters are provided by the Federal Inter-Agency Requirements and the NCJW has adhered to these and other Requirements providing services in facilities which we operate. We would not settle for less in our own centers and would hope that other providers would not be subsidized to do less.

4. CHILD CARE FOR PROFIT

At the beginning of our testimony we detailed the findings of our survey teams which observed the quality of "in home care" and care in day care homes and centers throughout the country. The evidence is discouraging. Money is the principal problem—money for training, money for salaries, money for construction and remodeling, money for equipment and toys, money for supportive services and money for licensing and inspection. When, in addition, there must be money for profit to entrepeneurs, the quality of service to our children suffers all the more.

Council survey participants visited 127 proprietary centers in all parts of the country caring for 6,500 children. Fees in these centers averaged a little more than $18 a week.

Proprietors told us that they could not charge more; few parents can pay higher fees. But with receipts at this level, we found that a large proportion of the salaries paid day care workers were abysmally low. More than two-thirds of the proprietary centers visited were paying some professional staff members as little as $1,500 to $4,000 a year.

Many proprietors were the first to tell us that given the fees that they can collect, they can't afford well-trained day care personnel.

It is our conviction that whatever funds are available must be utilized for the provision of quality care at modest costs for those who can pay something and free to those who are unable to pay at all. It is doubtful whether a profit-making organization which necessarily must make a return on its investment the prime objective can provide quality care at a low or moderate cost. We therefore urge that Federal funds for child care be expended to subsidize only non-profit care.

5. PARENTAL PARTICIPATION

There is nothing in the legislation before you which requires that parents be involved in the planning or execution of the services. The Federal Inter-Agency Committee, on the other hand, specifically provides for policy committees "at the administrative level where most decisions are made" with membership that "should include not less than 50% of parents." We also note that Senator Ribicoff in his amendments to H.R. 1, emphasized that: "To assure a strong local voice, all day care programs would have to provide for development, administration, operation and review by a membership with at least 25% of its participants being parents whose children are presently in or have in the preceding five years been enrolled in a day care program." Senator Ribicoff also endorses the Federal-Inter-Agency Day Care Requirements of 1968, as indicated by his statement: "My amendments would adopt the Federal Inter-Agency Day Care Requirements . . ." We urge the Committee to include some language in the legislation which will provide for the mandatory participation of parents in the development and operation of child day care programs.

6. COMMUNITY PLANNING

We have noted the provisions of Section 2007 (a) (10) requiring the Child Care Corporation to "take into account any comprehensive planning for child care which has been done" in the community. We would hope that this mandate would be strengthened to require the Corporation to coordinate its plans and services with those of the community.

We have found that where day care councils and similar bodies which coordinate the efforts of all groups concerned, have been organized at the local level, the support for standard building and effective enforcement have generally been greatly strengthened. We need strong local bodies, with participation of leaders in the educational, health, and welfare fields, and with parents strongly represented to plan and coordinate day care expansion to promote higher standards and their enforcement. We believe that the bypassing of local bodies is a move in the wrong direction.

In closing, may I state my confidence that public opinion will support a massive attack upon the problem of quality care for our very young children. The NCJW believes that there can be no wiser investment of public funds and that the commitment must be commensurate with the pressing needs of today and tomorrow.

I appreciate this opportunity to appear before you today.

Senator **Bennett**. Our next witness is Mr. Robert Bender who appears in the place of Mr. John Niemeyer whose name is entered on our schedule. We are happy to welcome you here.

STATEMENT OF ROBERT BENDER, ASSOCIATE DIRECTOR, DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA

Mr. **Bender**. Thank you very much. Dr. Niemeyer called our office this morning and indicated that he was unavoidably detained in New York and asked if I would present a few comments on his testimony.

I am the associate director for information and field services of the Day Care and Child Development Council.

Senator **Bennett**. Mr. Bender, we will put Dr. Niemeyer's prepared testimony in the record in full and we welcome your coming.

Mr. **Bender**. Thank you very much. There are a few points in the testimony that I would like to emphasize. The statement principles of our organization, which is included in the testimony, focuses upon the principle of our standing for a coordinated network of child care and development services that are universally available, publicly financed, locally controlled, with the decisive parental roles in program planning operation and evaluation.

Dr. Niemeyer in the compilation of the testimony took particular care to emphasize that in reviewing the legislation now pending before this committee and other child care legislation which interfaces with the questions here, the emphasis of our organization has been always primarily on the well-being of the child rather than the however important secondary importances of permitting parents to enter the labor force.

Now, we have extracted of the legislation a number of issues that we feel do bear the particular attention of the committee. We want to emphasize the need for clear and meaningful control over local programs, we want to emphasize the need for the assurance that parents have the decisive policymaking responsibilities in specific reference to planning, operating and evaluating programs, and we want to emphasize the need for a full range of components required to promote the integral, emotional, social, and physical well-being of the children, and to do this we also underline it is necessary to appropriate adequate financial resources to do the job.

From our point of view the absence of any of these elements because of whatever positive value may flow from the pens of the others. In the interest of quality we do have serious reservations about the manner in which S. 2003 and H.R. 1 deals with these inherently interrelated questions of local control, parental involvement and comprehensiveness of services. We, therefore, recommend that both of these bills be modified substantially in the course of their consideration by your committee.

We have been aware of and enthused by the passage of S. 2007 in the Senate and see it as a major step toward the comprehensive network with the ingredients that I just mentioned.

We would commend for the consideration of the Committee the following in particular of the important element proposed in S. 2003 of achieving 100 percent financing of the title 4(a) program but considering rather than delivering that through an independent corporation, provided for child-care services for past, present, and potential welfare recipients being funded through title 4(a) but being delivered through the mechanism established in S. 2007. We see this as a much more efficient operating approach and it achieves the desired blend at the community level of having the representation of the chief executives of local municipalities and consumers involved in the specific determination of what projects will be funded and the extent of comprehensiveness of services that would be delivered.

Furthermore, the guarantees of parental involvement are handled in S. 2007 in a manner that we find very salutory. The private provision of project policy committees which are composed essentially of parents, this provides the linkage between the home and the center in terms of the care of the child during the day so that the curriculum that the child is engaged in is one that is not inconsistent with the culture and economic style that the child encounters at the home. It also deals, of course, with the relationship between that child and adults so that there is not a foreign experience to which the child is subjected during his daytime experience.

We also approve of this approach in that it effectively does separate the work requirement that is included in H.R. 1 and the delivery of services for children. If the standards in S. 2007 would be followed it would provide the kind of developmental and educational programs that we very heartily support.

Since the statement of Dr. Niemeyer is going to be entered in the record in full I would ask whether you have any questions?

Senator **Bennett**. Thank you very much, Mr. Bender. Are there any questions? I appreciate your help. You have given back about five minutes and we will have a little slippage anyway.

(Dr. Niemeyer's prepared statement follows:)

PREPARED STATEMENT OF MR. JOHN H. NIEMEYER, PRESIDENT, THE DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA, INC.

Mr. Chairman, distinguished members of the Committee: My name is John H. Niemeyer. I am President of the Bank Street College of Education in New York City. It is my honor to serve as President and Chairman of the Board of Directors of the Day Care and Child Development Council of America, and it is in this capacity that I speak to you today.

The Day Care and Child Development Council of America which I represent is a broad and inclusive organization. The Council brings together more than 4500 civic groups, public and private agencies, schools, churches and individuals. Our membership extends to every state in the union, and reflects a full spectrum of involvement in the care of children—from parents who are day care consumers, to practitioners whose daily work is the care of children, to professionals whose research and writings influence the field of child development.

The Council is a common effort by people who are working to achieve quality child care at all levels: local, state, regional, and national. It includes day care entrepreneurs; low, middle and high income parents; Blacks, Whites, Chicanos, Puerto Ricans, Indians, Orientals—professionals and laymen from all walks of life. What brings us together is a shared concern for the well being of our nation's children.

The purpose and priorities of the Day Care and Child Development Council are clearly described in a Statement of Principles adopted in 1970 by the Board of Directors. Since this Statement bears directly on the concerns of the Committee, I will quote it in full.

THE STATEMENT OF PRINCIPLES

The Day Care and Child Development Council of America believes that quality child care services are a right:

Of every child;
Of every parent; and
Of every community.

The goal of the Day Care and Child Development Council of America is to promote the development of a locally controlled, publicly supported, universally available child care system through:

Public education.—To mobilize public opinion and resources in support of children's programs.

Social action.—To assist in formulating public policies which will result in well-planned, adequately funded, and well administered programs responsive to local needs and aspirations.

Assistance to local committees.—To help citizen action groups and service agencies in meeting their community needs. Society is obligated to support the realization of human potential. Child care services are a fundamental right for:

The child: they provide children with opportunities to develop their full capacity as human beings during their crucial early years.

The family: they provide parents with real choices about employment and other activities outside the home.

The community: they provide one of the essential elements for improving the quality of life of the community.

We believe that America needs a coordinated network of child care and development services which:

Are available to children of all ages from conception through youth, to families from every kind of economic and social background and to every community, with priority to those whose need is greatest.

Are available through a wide variety of different types of programs and during all of the hours of the day and time of the year that children, families and communities need them.

Have the full range of components required to promote the intellectual, emotional, social and physical growth of the children they serve.

Insure parents a decisive policy role in the planning, operation and evaluation of programs which determine the environment in which their children live.

Place the major responsibility for planning and operating child care and development services at the local level.

Reflect and build on the culture and language of children, families and communities being served and enhance the distinctive features of the child's culture.

We believe that child care services should be publicly supported. The financing of quality child care services is a costly undertaking but the most product of long-term investments. The Nation's priorities must be reordered to provide the resources necessary for universal services.

We believe that child care services should be a public, social utility whose cost must be shared by the entire community much as we now pay for essential police, fire and public school services.

It is my purpose today to use the perspective of this Statement of Principles as a basis for analyzing a selection of major issues included in legislation related to child care pending before this Committee. This legislation includes:

S. 2003, the Child Care Services Act of 1971;

H.R. 1, the Social Security Amendments of 1971; and

Amendments to H.R. 1 proposed by Senator Ribicoff.

I will also include in this analysis Title V, Child Development Programs, of S. 2007 which passed the Senate on September 9.

As a matter of initial summary, let me say that each of the specific issues discussed below is seen by the Council as a variation of the fundamental issue: The guaranteeing of quality, not just quantity in the care of our society's most precious resource, its children.

This is one of the truly basic enduring questions with which the American people and their representatives must grapple today. It finds expression regularly in many forms of policy decision. We believe that the ability to recognize its issue in its several variations and to deal with it directly is essential to any creative consideration of child care proposals today.

The following analysis will clearly reveal the Council's historic concern for quality child care programs. But this concern has never—and cannot now—relieve the Council of its profound sense of urgency to meet the growing quantitative need for child care services in America.

The issues which we have selected for analysis are elements in a system which we regard as indivisible. We begin from the premise that a desirable universal child care system must include:

(a) clear and meaningful local control

(b) an assurance that parents will have the decisive policy-making role in planning, operating and evaluating programs.

(c) a full-range of components required to promote the intellectual, emotional, social, and physical growth of children.

To this we would add and underline—that it must also include financial resources commensurate with the job to be performed.

From the Council's point of view the absence of any one of these elements seriously calls into question whatever positive value may flow from the presence of the others.

Thus, in the legislation pending before your Committee today we find ourselves applauding features which facilitate the delivery of much needed child care services. We are glad to welcome measures which increase the supply of day care centers, and raise the federal government's level of financial support for day care services to a responsible point.

However, in the interest of quality, we have serious reservations concerning the manner in which S. 2003 and H.R. 1 deal with the inherently inter-related questions of local control, parental involvement, and comprehensiveness of services. For this reason, we strongly recommend that both of these bills be modified substantially in the course of their consideration by this Committee.

Now let me turn to the specifics of our analysis.

1. Local Control

By "local control" we mean a mechanism by which an organization or person at the community or program performance level can be held accountable for program performance and can be designated as an operator of child care programs which receive public funds.

In S. 2003, the Federal Child Care Corporation is mandated to "take into account any comprehensive planning for child care which has been done." This wording seems to us only a perfunctory bow to local planning units, and is clearly unsatisfactory.

H.R. 1 provides that grants or contracts for service delivery may be made to or with any agency designated by appropriate elected or appointed official in the area and which demonstrates capacity to work with the area manpower agency. Local Educational Agencies are designated to deliver care provided on a group or institutional basis for children attending school.

The language of the bill provides very broad discretion for federal administrators and minimal apparatus for advice from local communities.

Senator Ribicoff has bolstered the role of community representatives in his proposed amendments to H.R. 1. He has proposed in addition to the stipulation that the Federal Child Care Corporation "take into account comprehensive planning * * *." the creation of "local, state, and regional councils are necessary to insure that child care services are appropriately located, that full utilization is made of existing resources, that cooperation is obtained from education, health, child welfare, social services, and volunteer groups, and that *substantial local community participation* (our emphasis) in the establishment, operation, and review of day care programs is obtained." "Furthermore, where the Corporation provides child care services *directly*, such councils shall *administer and operate* (our emphasis) such programs."

We find that the Ribicoff approach described here goes further than either S. 2003 or H.R. 1 toward providing meaningful local control. This Amendment could be strengthened by increasing from at least 25% to at least 60% the representation on its councils of parents whose children are presently in, or have in the preceding five years been enrolled in, a day care program.

However, we urge that, in providing for the delivery of child care resources and services, the Committee give serious consideration to the locally controlled Child Development Councils mandated in S. 2007. These bodies will be composed of persons appointed by the chief executive of the Prime Sponsor unit and of consumer representatives. They will select local project sponsors and be held responsible for federal funding sources for proper conduct of progams.

2. Parental Involvement

Increasingly, our Council has been impressed with the contributions which parents—particularly low-income parents—have made toward improving child care programs through their service in policy-making capacities. In addition, parents have made significant the contributions as program volunteers (especially in Headstart programs), as classroom aides, lunchroom helpers, etc., and as program staff members. Our Council itself has benefited enormously from the input of parents, who now serve on all Board committees and lend expertise and extra vitality to Council deliberations.

We certainly share the Committee's desire to provide services is as economical a manner as possible. Therefore it is important to note our experience that the involvement of parents in the entirety of the educational experience of their children generates dividends even beyond those accruing to the involved parents' own children. The children of participating parents experience first hand the commitment to democratic participation and the intimate concern evidenced by their mothers and fathers. But additional ripples of benefit accrue to other family members and other community adults and children who now have a familiar model to emulate. The process is one of self-realization. Through involvement, parents also exercise latent skills, develop confidence, promote their sense of well-being. This process of enabling parents has resulted in numerous cases of the parent achieving economic self-sufficiency, and leaving behind the stigma of social dependency.

There is a further reason for parental involvement in day care. A synthesis is highly desirable between the insights of professionals and practitioners—and the wisdom, desires, and "mother wit" of parents for the formulation of child care experience which is neither alien nor contradictory to the family's culture and life-style.

For these reasons, we value significant parent participation on economic, as well as educational, social and cultural grounds.

It is highly distressing, therefore, to encounter in S. 2003 only the requirements that parents have the opportunity from time to time, to meet and consult with staff on the development of the child, and to observe the child, from time to time, while he is receiving care.

By the same token, we see no purpose served by restricting membership on S. 2003's National Advisory Council if Child Care to no more than one individual representing the interests of child care recipients.

While H.R. 1 makes no provisions at all for involvement of parents in child care programs, Senator Ribicoff has provided in his Amendments for a strengthened parental role via a more influential role for Advisory Councils to the Child Care Corporation at the national, local, state and regional levels.

Again, however, a superior provision for parental participation is found in S. 2007. There, at the project level, a Project Policy Committee, consisting of a minimum of 50% of parents of children being served, wields approval power over project planning, operation, and evaluation. At the Prime Sponsor level. 50% of the Child Development Council membership is drawn from representatives of existing projects to be served. Here program consumers exercise a decisive influence over programmatic policy as well as the selection of project sponsors and constituencies to be served first.

3. *Comprehensiveness of Program*

The fundamental reason for establishing child care programs needs to be identified again and again as the development of children as human beings. As a human being, a child has physical, social and emotional needs. A child needs and deserves a surrounding in which he can exercise his body, can play, can reflect, can socialize with other children. A child needs nutritious food and rest. A child deserves attention and remedy for any physical deficiencies. A child needs recognition and affection from adults as well as peers. A child deserves the opportunity to learn about the world around him, to have his attention called to events and everyday factors which influence how he fares in the future. A child will be called upon to discipline his facilities and develop skills in order to increase his capacity to function adequately and independently in the world.

It is the responsibility of those who have been entrusted with the care of children to identify and provide resources which can meet such needs as these for all of America's children. And this is what we mean by comprehensiveness of services.

Last winter, the Child Care Forum of the White House Conference on Children issued a call for a diverse national network of comprehensive developmental child care services. It warned against a monolithic day care institution for children, and the Council shares this concern. No one type of program is right for all children. Programs should be designed for the varying needs of different children rather than children being molded to fit available programs. Allowance should, therefore, be made for the establishment of a wide variety of programs including where appropriate, group day care, family care, and home care: evening care, 24-hour care and emergency care; and covering all age groups from infancy through school age.

However, all of these programs need to provide comprehensive services, including educational, nutritional, health and social services to assure each child the opportunity to grow and develop to his full potential.

The Council is currently studying the whole issue of federal day care standards, especially as this relates to assuring comprehensiveness of developmental services. A distinguished task force drawn from the Council's membership will report to the Board of Directors within the week. A carefully considered position will be issued by the Council shortly thereafter.

It will be a pleasure for us to share our findings with this Committee at that time, for we consider the matter of standards a very urgent one.

In the absence of the results of this Council study, it may be helpful nevertheless for me to comment briefly on what appears in both S. 2003 and H.R. 1 as the raison d'etre of child care—and which, from the Council's point of view—is a totally inadequate basis on which to establish a system of comprehensive developmental services. Both S. 2003 and H.R. 1 specify child care programs as a response to the need for parents to be drawn into the labor force. But there is a fundamental difference between creating a program as a social good for the benefit of children—and creating a program to free parents for labor force participation. The former treats children as ends in themselves. The latter treats children as means to some other end. The latter needs to be rejected, however attractively it may be cast.

It is for this reason that the Council hopes this Committee will not waiver in the need to thoroughly re-think and re-write the conceptual basis on which it is proposing that Child Care Services are to be provided for the children of America.

To this point, the tone of our analysis has been critical, particularly of the child care sections of H.R. 1 and S. 2003. We have been critical on our judgment that the weak provisions for parent involvement and local control augur ill for quality, comprehensive programs.

On the positive side, we applaud the efforts of the sponsors and supporters of these legislative proposals to address the raw inadequacies of facilities and monies to finance child care. We support a maximum allocation of resources to meet children's needs, and commend the provisions of the Long bill, S. 2003, which provide loans for construction of facilities and operation of program. As the Committee has determined, previous efforts to encourage state to utilize federal funds to finance child care for past, present, and potential public welfare recipients have faltered because of the difficulties over raising the 25% non-federal share under Title IV–A. The importance of 100% financing federally under this title, as provided in S. 2003, cannot be understated. We propose that the Committee consider a synthesis of the desirable elements of the proposed legislation, amending Title IV–A of the present Social Security Act to provide 100% federal financing for past, present, and potential welfare recipients and mandate the Office of Child Development, HEW, to administer the programs utilizing the delivery mechanism established in S. 2007 for that purpose. This would serve to avoid duplication of responsibility within the government for child care program administration and would be consistent with the philosophy of the Administration in severing eligibility for welfare assistance from the provision of social services.

Subsidization of Low-Income Families For Child Care Expenses

Objection has been raised in the past to the charging of fees for child care for low-income families who require child care to accept employment. The Council supports the provision of child care services as a public, social utility whose cost must be shared by the entire community much as we now pay for essential police, fire and public school services, and certainly deems it inequitable that low-income people carry an extra financial burden for child care services.

Though the Council under present circumstances approves of subsidization of low-income families for child care expenditures—a welcome addition to the Long bill in principle—we have reservations about the practical applicability of the approach to subsidization included in the bill. Rather, a clear-cut statement that "the Secretary is authorized to meet the full cost of child care services for low-income families, those below the Lower Living Budget of the Bureau of Labor Statistics, to enable an adult member of such family to engage in employment" would be preferable to the existing proposed language. Such persons could simply be defined as eligible for coverage under the Title IV–A program.

Further, we commend the importance of the provision of free child care services for OFF participants during training and for one year following commencement of full-time employment, as proposed by Senator Ribicoff. And the sums authorized by Senator Ribicoff—up to $1.5 billion for planning and establishing new facilities ($100 million); evaluation, training of personnel; technical assistance, and research and demonstration projects begins to approximate resources for quality programs.

Mr. Chairman, as you know, our organization has appeared before the Committee in the past to present our views on earlier child care proposals. Rather than repeat in total points made earlier and considered in the formulation of the present proposals, I would like to summarize some views expressed in earlier testimony:

(1) In any child care bill, we prefer language which emphasizes the intent of providing (a) a strong education program geared to the age, ability, temperament, and interest of each child; (b) adequate nutrition; (c) health program and services where needed; (d) opportunity for social and emotional growth, including a balance between affection, control, and the joy of meeting new challenges; group experience, and, as appropriate, time for solitude and internalization of ideas and experience; (e) opportunities for parent education, participation and involvement: (f) social services as needed by the child and his family; and (g) adequate continuing training of personnel.

(2) We view with favor provisions in the various legislative proposals to provide 100% federal payment of the costs of child care, including program planning, operation and evaluation; construction of facilities, provision of training and technical assistance; and research and demonstrative projects.

(3) We oppose requiring any mother of minor children to take work or training as a precondition to the receipt of welfare benefits, and oppose any mechanism which places her children in a care situation without her full consent. Mothers should be free to choose the appropriate type of care situation for their own children. In this respect, provisions in the Opportunities for families section of H.R. 1 should be revised.

(4) H.R. 1 provides that care provided on a group or institutional basis for children attending school shall be provided through arrangemeint with appropriate local educational agency. We feel that day care for school children should offer a variety of program options. The use of school facilities and the operation of programs through contract with local education agencies should be one of many alternate arrangements that might be made for this service. However, to limit out-of-school group programs to education agencies would result in an extremely narrow base of operational potential. Voluntary social service agencies, community action programs, recreation departments, churches, libraries, and a variety of other community resources should be utilized in the planning and operation of programs that will meet the social, recreational, educational, and protective objectives of care for children 6–14 years of age during the time that they are out of school.

(5) In conjunction with the environmental conditions in which a child is raised, the Council remains concerned about the income provisions in H.R. 1. We strongly endorse the principle of a minimum income for all families and recommend that it be established at the level of the lower living standard of the Bureau of Labor Statistics—now $6,960 for an urban family of four.

(6) With respect to services financed currently under Title IV of the Social Security Act, we support the exclusion of the provision of social services from the "statewideness" requirement, as proposed by Senator Ribicoff. The statewideness requirement not only disallows flexibility in meeting the varying needs of different locals within the state, but it has been a major hindrance to the development of new services. States can often find resources to meet pressing needs of different localities within the state, but it has been a major handrance throughout the state. The result is that the services are provided nowhere!

Finally, my organization commends you and your colleagues over the serious efforts you have exerted in the interest of our nation's children.

If we can assist you in any way, we stand available and eager.

Senator BENNETT. Our next witness is Dr. Donald C. Smith, chairman, committee on legislation of the American Academy of Pediatrics. We are happy to welcome you.

I am going to turn the gavel back to the chairman.

The CHAIRMAN. Thank you very much, Senator Bennett.

STATEMENT OF DONALD C. SMITH, M.D., CHAIRMAN, COMMITTEE ON LEGISLATION, AMERICAN ACADEMY OF PEDIATRICS, ACCOMPANIED BY WALTER D. CAMPBELL, M.D., DIRECTOR OF THE ACADEMY'S DEPARTMENT OF COMMUNITY HEALTH SERVICES

Dr. Smith. I am Donald C. Smith, M.D., chairman of the committee on legislation of the American Academy of Pediatrics. Accompanying me is Walter D. Campbell, M.D., director of the academy's department of community health services. We are pleased to appear before this Committee to discuss child care, for we are fully cognizant of your long-standing interest in the welfare of children and your efforts during the past decade to provide child care services through the Social Security Act.

The American Academy of Pediatrics is a Pan American association of board certified physicians providing care to infants, children and adolescents. Since the establishment of the academy in 1930, its membership has been dedicated to improving the health and welfare of children, including the intellectual and behavioral development of the child.

The academy's commitment to quality child care programs is a matter of public record in testimony before other committees of both the House and Senate during this Congress. Our support of federally-assisted child care programs with priority to disadvantaged children is manifest by our participation in the Headstart program. Since 1967, the academy has been assisting the Headstart program throughout the United States by providing technical assistance and implementing the comprehensive medical component of that program. Over 1,400 pediatricians have been involved in this consultation effort, which was one of the first partnerships between a medical organization and the Federal Government to assure the quality of a Federal program.

As child care services have become more in demand, the virtual absence of standards for programs serving young children under 3 years of age has been noted. The academy, with the cooperation of parents and several professional associations working in child development and child care, has recently completed work on the publication, "Day Care Standards for Infants and Children Under Three Years of Age." Copies of that publication are provided and we would be pleased, Mr. Chairman, if you see fit to include these standards as an appendix to this testimony in the record.

The Chairman. That will be done.*

Dr. Smith. The academy's recommendations regarding child care are based upon several fundamental tenents. We believe that a child care program must be a composite of comprehensive and coordinated activities designed to offer a sound basis for growth and development of the infant, preschool and schoolage child while supporting and encouraging parents in their efforts to care for their children. Quality child care should be available to all children but such programs must not become a replacement for parent care. In no instance should the availability of child care services be utilized to coerce the mother to work. Parent involvement is an essential ingredient for dynamic child care programs which will meet the needs of the children served.

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*See pp. 361 ff.

In discussing the provisions of H.R. 1, I would like to state our agreement with the Finance Committee that there is an urgent need to expand child-care programs throughout the country, and that there is an acute shortage of child-care facilities for the provision of this service. H.R. 1 offers a partial solution to these problems and we believe that the following recommendations will enhance H.R. 1. These social security amendments, in tandem with the child-care provisions of S. 2007 recently approved by the Senate, will provide the basis for significantly expanding and improving the child-care services in this Nation.

We recommend that there be freedom of choice for the mother with respect to employment. A mother wishing to remain at home with her young children should be allowed to do so. We opposed Section 2111(b) of H.R. 1, which proposes a mandatory work registration requirement for mothers with children over 3 years of age—or, until July 1, 1974, over the age of 6. The Academy recognizes that a valuable example is set by an adult in the family taking financial responsibility for the children, but this advantage is outweighed by the harmful effects which may accrue from a forced separation of mother and child. In no instances should the availability of day care for the child be used to coerce the mother to work.

The committee is perhaps aware that it may not be financially sound to put welfare mothers to work, as it costs more to provide child care to children than most States are willing to pay mothers to take care of their own children. Quality child care is expensive, costing over $2,000 per year per child.

Reports from the work incentive program indicate that there are far more mothers who volunteer for training and employment than there are jobs and training opportunities available. About 2.6 million families will register under the Opportunities for Families program and 1.4 million families will register under the Family Assistance plan. These programs will provide 200,000 public service employment positions as well as 412,000 training slots of which 187,000 are now authorized under the WIN program. Obviously, the number of persons registering for the family assistance plan and opportunities for families program will outnumber the placements available.

The adcademy recommends that H.R. 1 be amended so that it does not unfairly discriminate against the children of one-parent families.

As an alternative to the dual program responsibility for the administration of child development services proposed in H.R. 1, it is recommended that the administration of child development services be centered in one Federal agency such as the Office of Child Development in the Department of HEW. OCD was expressly created to coordinate and centralize the expanding number of programs providing services for children. However, there is no need to legislate the administration of such a program to an agency, and we recommend that the legislation identify only the Secretary of HEW with responsibility for the administration of such a Federal program.

We heartily support the intent of this legislation to allow the Secretary of Labor to arrange for child care for participants in the work training program. It is our opinion, however, that the system of dual administration for child care services as proposed in the bill would result in a compounding of bureaucracy that would reduce the effectiveness of the program, with resultant duplication of effort, gaps in the provision of service, and unnecessary use of limited funds in administration rather than service. We would recommend that the Secretary of Labor refer participants in the opportunities for families program to the Secretary of HEW for child care services.

The academy is concerned about the limited eligibility for child-care services as proposed in H.R. 1. We are opposed to the condition that the mother must be employed or in training to be eligible for child care services. The primary purpose of child care should be to offer a sound basis for learning and further development of the young child, and not to provide simply a babysitting service while the mother is at work. A child development program which provides a valuable learning experience is beneficial to all children, not just the children of welfare recipients. Children of different races, cultures, and economic backgrounds benefit from their contact with each other. Socio-economic mix in child development programs should be encouraged.

Entitlement to child care is not made clear in H.R. 1, and the academy recommends that the committee clarify the eligibility of poor families for child-care services. We are unsure what families would be eligible for directly subsidized care, what families would have to pay in part for the care provided them, and what families would be eligible to use the income disregard provision.

Under the income disregard provision, we recommend that the Committee make clear its intent by specifying the amount of cost incurred for child-care services that may be deducted. Although it appears that the schedule under which the cost of child care will be deducted under income disregard would be made consistent with the fee schedule established by both secretaries for care provided directly, the bill is not specific in its financial requirements. We would also like to be assured that the child care provided through the income provision would be subject to the same standards and licensing requirements as child care provided directly.

The academy believes that the authorizations in H.R. 1 are insufficient, and we recommend that the authorizations be increased so as to provide for at least a desirable level of care, with a basic program of developmental activities for each child attending.

As stated in the Ways and Means Committee report, the $750 million authorized in H.R. 1 is expected to provide child care to 875,000 children, 291,000 preschool children and 584,000 school-age children. This is an average of $800 per slot, which simply will not provide quality child care for the number of children anticipated. Up-dating the Office of Child Development estimates included in the Finance Committee's publication "Child Care Data and Materials," the Child Welfare League of America has estimated that acceptable care, today, at a maximum, would cost $2,234 for group-day care, $2,438 for foster-day care, and $783 for after school or summer care. In our view the funds authorized in H.R. I will not be sufficient to provide a desirable level of care.

The academy recommends that the initial authorization be increased, not only to provide a better quality care, but to provide child-care service for the 2.3 million AFDC children under the age of 6, the 2.9 million AFDC children between the age of 6 and 12, and 1.9 million AFDC children over the age of 12. The Federal Government is now spending a total of $619 million for child-care services. H.R. 1, providing $750 million with $50 million of that specifically authorized for construction, adds very little new money for the provision of child-care services whereas authorizations should be facilitating greatly expanded programs.

The American Academy of Pediatrics recommends that the Federal Government pay up to 100 percent of the cost of child-care services for low-income families. This recommendation is consistent with the proposal of Senator Long as contained in the Child-Care Services Act of 1971. Title V of H.R. 1, as it is now written, sets up the same matching requirement that has been unsuccessful under title IV (a) of the Social Security Act as an encouragement to States to initiate child-care services. Many States and localities simply cannot come up with the 25 percent required funds, or child care is not one of their priorities and they do not choose to spend funds for the provision of such services. As Senator Long has previously stated, the requirement that States provide up to 25 percent of the costs has been cited as the major obstacle in the utilization of provisions of title IV of the Social Security Act to expand child care.

The academy also recommends that title V of H.R. 1, be amended so that funds under this authorization may be used for construction or major renovation of child-care facilities. As the title is now written, funds under the social services provision of H.R. 1 cannot contribute to the resources of child-care facilities.

We urge that the committee approve the child-care provisions of H.R. 1 so that this authority might augment the program to be established as proposed in S. 2007 and H.R. 6748.

In previous statements before the Senate Labor and Public Welfare Committee and the House Education and Labor Committee, the American Academy of Pediatrics has offered support to the prime sponsorship delivery mechanism as now approved by the Senate in the child-care provisions of S. 2007.

We are pleased that Senator Mondale's bill has now passed the Senate, because in our judgment it can provide an effective mechanism for the delivery of child-care services in this country. We recognize S. 2003 is also being considered by this committee. We have a number of concerns about the effectiveness of this proposal. These concerns are expressed in the written testimony which we have provided the committee, Mr. Chairman, and I would like to thank you for this opportunity to appear before the committee and indicate our interest and desire to work further with you and the members of your staff if we can be helpful. Thank you.

The CHAIRMAN. Thank you very much. We appreciate your testimony here.

(Mr. Smith's prepared statement and day care standards referred to previously follow. Hearing continues on p. 390.)

PREPARED STATEMENT OF DONALD C. SMITH, M.D., REPRESENTING THE AMERICAN ACADEMY OF PEDIATRICS

Mr. Chairman, I am Donald C. Smith, M.D., Chairman of the Committee on Legislation of the American Academy of Pediatrics. Accompanying me is Walter

D. Campbell, M.D., Director of the Academy's Department of Community Health Services. We are pleased to appear before this Committee to discuss child care, for we are fully cognizant of your long standing interest in the welfare of children and your efforts during the past decade to provide child care services through the Social Security Act.

The American Academy of Pediatrics is a Pan American association of board certified physicians providing care to infants, children and adolescents. Since the establishment of the Academy in 1930, its membership has been dedicated to improving the health and welfare of children, including the intellectual and behavioral development of the child.

The Academy's commitment to quality child care programs is a matter of public record in testimony before other committees of both the House and Senate during this Congress. Our support of federally assisted child care programs with priority to disadvantaged children is manifest by our participation in the Head Start Program. Since 1967, the Academy has been assisting the Head Start Program throughout the United States by providing technical assistance and implementing the comprehensive medical component of that program. Over 1,400 pediatricians have been involved in this consultation effort, which was one of the first partnerships between a medical organization and the federal government to assure the quality of a federal program. The commitment of the Academy's membership to the Head Start Program was cited in a commendation by Secretary Richardson in January of this year.

As child care services have become more in demand, the virtual absence of standards for programs serving young children under three years of age has been noted. The Academy, with the cooperation of parents and several professional associations working in child development and child care, has recently completed work on the publication, *Day Care Standards for Infants and Children Under Three Years of Age.*

The Academy's recommendations regarding child care are based upon several fundamental tenents. We believe that a child care program must be a composite of comprehensive and coordinated activities designed to offer a sound basis for growth and development of the infant, preschool and school-age child while supporting and encouraging parents in their efforts to care for their children. Quality child care should be available to all children but such programs must not become a replacement for parent care. In no instances should the availability of child care services be utilized to coerce the mother to work. Parent involvement is an essential ingredient for dynamic child care programs which will meet the needs of the children served.

In discussing the provisions of H.R. 1, I would like to state our agreement with the Finance Committee that there is an urgent need to expand child care programs throughout the country, and that there is an acute shortage of child care facilities for the provision of this service. H.R. 1 offers a partial solution to these problems and we believe that the following recommendations will enhance H.R. 1. These Social Security Amendments, in tandem with the child care provisions of S. 2007 recently approved by the Senate, will provide the basis for significantly expanding and improving the child care serivces in this nation.

We recommend that there be freedom of choice for the mother with respect to employment. A mother wishing to remain at home with her young children should be allowed to do so. We oppose Section 2111(b) of H.R. 1, which proposes a mandatory work registration requirement for mothers with children over three years of age (or, until July 1, 1974, over the age of six). The Academy recognizes that a valuable example is set by an adult in the family taking financial responsibility for the children, but this advantage is outweighed by the harmful effects which may accrue from a forced separation of mother and child. In no instance should the availability of day care for the child be used to coerce the mother to work.

The Committee is perhaps aware that it may not be financially sound to put welfare mothers to work, as it costs more to provide child care to children than most states are willing to pay mothers to take care of their own children. Quality child care is expensive, costing over $2,000 per year per child.

Reports from the Work Incentive Program indicate that there are far more mothers who volunteer for training and employment than there are jobs and training opportunities available. About 2.6 million families will register under the Opportunities for Families Program and 1.4 million families will register under the Family Assistance Plan. These programs will provide 200,000 public service employment positions as well as 412,000 training slots of which 187,000 are now authorized under the WIN Program. Obviously, the number of persons registering for the Family Assistance Plan and Opportunities for Families Program will outnumber the placements available. Women who wish to mother their children should not be forced to work, since it appears many women desirous of training and employment may be turned away.

The Academy recommends that H.R. 1 be amended so that it does not unfairly discriminate against the children of one-parent families. We believe all mothers with children at home should be given the option of remaining home to care for their children. As the bill is now written, the child with two parents is allowed to have the benefit of a mother at home who is not required to work regardless of the age of the child, while the child in a one-parent family will lose the supervision and care of his only parent. The mother in a fatherless home should not be required to register for work, while mothers in families with working fathers are granted an exemption. We believe this inequity should be corrected.

DUAL PROGRAM RESPONSIBILITY

As an alternative to the dual program responsibility for the administration of child development services proposed in H.R. 1, it is recommended that the administration of child development services be centered in one federal agency such as the Office of Child Development in the Department of HEW. OCD was expressly created to coordinate and centralize the expanding number of programs providing services for children. However, there is no need to legislate the administration of such a program to an agency, and we recommend that the legislation identify only the Secretary of HEW with responsibility for the administration of such a federal program.

We heartily support the intent of this legislation to allow the Secretary of Labor to arrange for child care for participants in the work training program. It is our opinion, however, that the system of dual administration for child care services as proposed in the bill would result in a compounding of bureaucracy that would reduce the effectiveness of the program, with resultant duplication of effort, gaps in the provision of service, and unnecessary use of limited funds in administration rather than service. We would recommend that the Secretary of Labor refer participants in the Opportunities for Families Program to the Secretary of HEW for child care services.

ELIGIBILITY

The Academy believes that participation in a child care program is an experience which should be available to all children. We recommend that facilities developed under the auspices of H.R. 1 be open to children of nonwelfare parents, on a paying basis, up to a certain percentage of the total children enrolled, as may be prescribed by the Secretary of HEW.

The Academy is concerned about the limited eligibility for child care services as proposed in H..R 1. We are opposed to the condition that the mother must be employed or in training to be eligible for child care services. The primary purpose of child care should be to offer a sound basis for learning and further development of the young child, and not to provide simply a babysitting service while the mother is at work. A child development program which provides a valuable learning experience is beneficial to all children, not just the children of welfare recipients. Children of different races, cultures, and economic backgrounds benefit from their contact with each other. Socio-economic mix in child development programs should be encouraged.

Entitlement to child care is not made clear in H.R. 1, and the Academy recommends that the Committee clarify the eligibility of poor families for child care services. We are unsure what families would be eligible for directly subsidized care, what families would have to pay in part for the care provided them, and what families would be eligible to use the income disregard provision.

Under the income disregard provision, we recommend that the Committee make clear its intent by specifying the amount of cost incurred for child care services that may be deducted. Although it appears that the schedule under which the cost of child care will be deducted under income disregard would be made consistent with the fee schedule established by both Secretaries for care provided directly, the bill is not specific in its financial requirements. We would also like to be assured that the child care provided through the income disregard provision would be subject to the same standards and licensing requirements as child care provided directly.

AUTHORIZATION

The Academy believes that the authorization in H.R. 1 are insufficient, and we recommend that the authorizations be increased so as to provide for at least a desirable level of care, with a basic program of developmental activities for each child attending.

As stated in the Ways and Means Committee Report, the $750 million authorized in H.R. 1 is expected to provide child care to 875,000 children, 291,000 preschool children and 584,000 school-age children. This is an average of $800 per slot, which simply will not provide quality child care for the number of children anticipated. Up-dating the Office of Child Development estimates included in the Finance Committee's publication "Child Care Data and Materials," the Child Welfare League of America has estimated that acceptable care, today, at a maximum, would cost $2,234 for group day care, $2,438 for foster day care, and $783 for after school or summer care. In our view the funds authorized in H.R. 1 will not be sufficient to provide a desirable level of care.

The Academy recommends that the initial authorization be increased, not only to provide a better quality care, but to provide services to more children. The 875,000 slots proposed would not even begin to provide child care services for the 2.3 million AFDC children under the age of six, the 2.9 million AFDC children between the age of six and twelve, and the 1.9 million AFDC children over the age of twelve. The federal government is now spending a total of $619 million for child care services. H.F. 1, providing $750 millian with $50 million of that specifically authorized for construction, adds very little new money facilitating greatly expanded programs.

The American Academy of Pediatrics recommends that the Federal government pay up to 100% of the cost of child care services for low-income families. This recommendation is consistent with the proposal of Senator Long as contained in the Child Care Services Act of 1971. Title V of H.R. 1, as it is now written, sets up the same matching requirement that has been unsuccessful under Title IV(a) of the Social Security Act as an encouragement to states to initiate child care services. Many states and localities simply cannot come up with the 25% required funds, or child care is not one of their priorities and they do not choose to spend funds for the provision of such services. As Senator Long has previously stated, the requirement that states provide up to 25% of the costs has been cited as the major obstacle in the utilization of provisions of Title IV of the Social Security Act to expand child care.

The Academy also recommends that Title V of H.R. 1 be amended so that funds under this authorization may be used for construction or major renovation of child care facilities. As the Title is now writtten, funds under the Social Services provision of H.R. 1 cannot contribute to the resources of child care facilities.

We urge that the Committee approve the child care provisions of H.R. 1 so that this authority might augment the program to be established as proposed in S. 2007 and H.R. 6748.

In previous statements before the Senate Labor and Public Welfare Committee and the House Education and Labor Committee, the American Academy of Pediatrics has offered support to the prime sponsorship delivery mechanism as now approved by the Senate in the child care provisions of S. 2007. It is our opinion that Senator Mondale's proposal containes those features which are most likely to achieve success in strengthening and extending child care services to the largest possible number of children. However, appreciating that our role is to provide the best possible commentary on proposals before the following questions are raised and recommendations are offered for your consideration in subsequent deliberations.

We question whether the Federal Child Care Corporation can be responsive to the needs of small communities. Comprehensive child development services must be closely coordinated with existing social services in the community, particularly health, education, and welfare programs. Does the Corporation, with independent programs responsible only to a federal entity, promote such coordination? The Academy also questions whether the Corporation mechanism for delivery of child care services offers sufficent public accountability for its programs, should consumers become dissatisfied with services provided. We would recommend that the Committee conduct further study on these issues before endorsing the Corporation as the delivery mechanism for child care services.

We understand that this proposal to establish the Corporation is based upon the fact that there is no single agency or organization, public or private, which is carrying out the responsibility of meeting the nation's child care needs. It must be remembered that the Department of HEW at this time has no funds to assume responsibility for meeting the nation's child care needs. HEW may be unfairly assessed since there is a lack of program responsibility and funds. We are also concerned that the Office of Child Development, which was expressly designed to coordinate child development services and has been preparing for that responsibility, would be by-passed by the establishment of a Corporation.

The Academy believes that the authority proposed in Section 203 would not be sufficient for funding the various professional and paraprofessional training programs necessary to meet urgent staffing needs. We recommend that comprehensive child development legislation authorize both preservice and in-service training for professional and paraprofessional early childhood personnel. S. 2003 should provide separate authorities for a fellowship and loan program, including a loan forgiveness for teachers and professors in child development. We recommend that Section 2007(a)(14) be amended so as to permit the Corporation to invest funds held in reserves, or any funds not required for immediate use or disbursement, at the discretion of the Board, in loan programs for training of child care personnel. A separate authority should also be created to sponsor preservice and in-service training for paraprofessionals, including career development programs in teaching, administration, and outreach careers. Experience with Head Start has indicated that to obtain the objectives of the health component of child development programs, adequate money must be provided for training of personnel and technical assistance.

To assure that low-income families are provided the best possible child development programs, the Academy recommends that the language of Section 411(b) (iii) be clarified so that it cannot be interpreted to mean the cheapest care available, custodial care rather than comprehensive child development services. We would like to suggest that this section be reworded as follows:

> Section 411(b) (iii)—The amount of subsidy payable to any family shall be designed to assure that the amount payable is not greater than the minimum amount necessary to enable such family to secure child development services in conformity with standards established by the Secretary of HEW.

The American Academy of Pediatrics would like to suggest that Section 2002 (b)(2) be amended to require that members of the Board be representative of a variety of disciplines directly related to child development and the health and welfare of children. Additionally, the Academy recommends that all three members of the Board be qualified by experience and education in the field of child development. We question whether three people is a sufficient number to represent the panorama of interests that must be reflected in child development programs and we recommend that the Committee consider expanding the total number of Board members.

The Academy recommends that provision be made to allow and encourage non-welfare families to enroll their children, on a paying basis, in any program of the Corporation. The Head Start Program provides for a 10% figure, but we feel the 25% enrollment suggested by Senator Ribicoff would be more beneficial.

As the bill is now written, there are no assurances in the bill that children from middle or upper-class homes will be enrolled in centers authorized by the Corporation. The Academy agrees that services should be provided to needy children first but limited enrollment only to this group will provide a rather limited experience for the child. Our experience with Head Start has indicated that children profit from a variable experience and benefit from contacts with children from other socio-economic stratas.

The Academy would like to suggest S. 2003 include language giving priority to various potential grantees. We believe that the major responsibility for planning and operating early childhood services is most appropriately placed at the community level. The Academy would recommend that local applications be given priority over applications of other larger political jurisdictions, provided that the applications meet all requirements. In a further determination of priorities, the Academy recommends that on-going Head Start Programs be given adequate protection. We would further recommend that preference be given to on-going programs of high quality.

To assure that the legislative framework established remains flexible, the Academy recommends that standards not be written into law. Program innovation, indeed, should be encouraged and not stifled by too rigid requirements. The Academy recommends the development and promulgation of a set of comprehensive child development standards which must be met before an applicant qualifies for funds. These standards should be no less demanding than those recently published by the Infant and Preschool Child Committee of the American Academy of Pediatrics. We recommend that these standards be written by child development experts in the Department of Health, Education and Welfare, and that they be periodically reviewed and revised.

Should the Committee decide that standards will be written into the legislation, despite our exhortation to do otherwise, we would then like to suggest substantial changes in the language as it is now written. We believe it is essential that standards cover program content, education, health, and nutritional services, personnel qualifications, administration and record keeping, and policy requirements such as parent involvement and staff-child ratios, as well as facility standards. These standards may be established through guidelines.

The Academy recommends that the language of Section 2004(b)(1) be amended to provide that the child-staff ratios proposed comply with the Academy standards for children under three and with the present Federal Inter-Agency Day Care Requirements for children of other ages. As the ratios are now presented, they do not provide adequate adult supervision. Additionally, we recommend that the language of this section be changed to provide a maximum rather than a minimum child-staff ratio. As the standards are now proposed, the Corporation would be prohibited from providing better ratios in favor of children. There may be instances with an emotionally disturbed or handicapped child in a child care center who needs additional supervision. We recommend the legislation be flexible so that the best possible child-staff ratio for the children involved may be required by the Board.

Section 2004(b)(3) which defines the term qualified staff member should be made more specific in terms of training and demonstrated ability. As defined in the Academy *Standards for Day Care Centers for Children and Infants Under Three Years of Age*, persons with secondary responsibility in a center for nine or more children should have (1) completed high school or its equivalent plus one course in early childhood education, (2) be at least 18 years of age and presently enrolled in a recognized school to complete high school and have had one course in early childhood education, or (3) be at least 18 years of age and have completed a child care program or an in-service course and be involved in a regular approved training course. We would also recommend qualifications for the director: he or she shall have the personal characteristics and experience necessary to plan and administer a well-rounded program for the promotion of health, growth and development of young children in a group setting. In addition, the director must have completed a minimum of 24 semester hours or an equivalent number of quarter hours of credit in courses dealing with child development, the nursery school child, child psychololgy and related subjects, or have equivalent experience acceptable to an official licensing agency.

The Academy is opposed to the provision of Section 2004(c)(1)(a) which allows the Corporation to waive for such periods as it deems appropriate, the requirement that facilities meet the provisions of the Life Safety Code of the National Fire Protection Association. We recommend that this subsection be deleted from S. 2003. We believe that the waiving of provisions of this Code may possibly endanger the health and safety of the children receiving care in the facility.

As pediatricians, we are particularly concerned about health services provided to children in day care centers. We believe that Section 2004(d) (1 thru 7) does not provide sufficient health requirements, and we recommend that these standards be revised to comply with the health section of the Academy's manual on *Day Care Standards for Infants and Children Under Three.*

When a child enters a day care center, he should be subject to certain admission health requirements. These requirements should include a report on the state of the health of the child, a verification of adequate immunizations, and a tuberculin skin test for children of the appropriate age. The child care center should also take responsibility for on-going medical and dental care of the children enrolled. This is particularly important if the child is from a disadvantaged home and is not able to obtain care from other sources.

The health component of the child care program should include a plan for management of acute illness and accidents during the day. Children who are tired, ill, or upset should be given a chance to rest in a quiet area under frequent observation. Such children need not be discharged to home as a routine policy but may be cared for during minor illnesses at the discretion of the parent. Health education of parents, children, and staff is an important part of the health curriculum. Staff in-service training can develop early detection of behavioral and physical problems through recognition of deviations from group and individual health behavior and promote the use of corrective and preventive services.

Continuing health supervision is an important responsibility of the child care center pediatrician. At least every two months, a staff member should meet with the parents and give them information on the child's growth, development, behavior, nutritional habits, etc. There should be daily communication on problems of diet, illness, and behavior between parents and staff. We would recommend that health supervision procedures be based on the current standards of the American Academy of Pediatrics:

Standards for Child Health Care.

As the standards of S. 2003 are now written, health care consists of an initial physical examination, maintaining health records on each child, a daily evaluation of each child for indications of illness, in-service training of each staff member with regard to hazards to children of infection and accidents and a program of emergency medical care and first aid. We would be happy to work with the Committee in revising and expanding these health care standards, but again, we recommend that such standards not be legislated.

The Academy believes that enacted legislation should allow for medical consultation at both national and local program levels. A pediatrician or physician particularly interested in children should be a member of the planning and organizing staff of the child care agency and should participate in establishing and interpreting medical policy for that agency. By training and experience, pediatricians are qualified to provide guidance in physical and emotional health. Many physicians have gained additional expertise through our Head Start experience, and are eager to apply this experience to other federally assisted child development programs.

The Academy recommends that parents should be permitted and encouraged to take an active role in the policy making and actual operation of child care centers. Parent involvement should not be limited to occasional conferences and observational periods as proposed in Section 2004(3). Only by meaningful participation can parents become involved in a three way cooperation and reinforcement necessary in child development programs. A program planned and executed with the support and participation of the parents offers a sound basis for learning and further development of the child while supporting and encouraging parents in efforts to care for their children.

Parent involvement is essential in each day care center if it is to have a dynamic program which will meet the needs of the children it serves. The American Academy of Pediatrics recommends that all centers have a Board of Directors made up of interested citizens, including participation from parents of children placed in the center and the community at large. We would recommend that the membership of the Board include at least 50% parents or parent representatives, elected in a democratic fashion.

The American Academy of Pediatrics recommends that federal standards not automatically supercede state and local standards. Federal standards should provide minimum requirements, with state and localities given the option of imposing more rigid, but not unreasonable, standards. A federal over-ride is beneficial if state and local standards are lower, endangering the children receiving care. In many states and localities, however, much constructive work has been done at local and state levels to provide requirements that protect the welfare of children who are enrolled in child development services, and the standards are excellent. Although we realize that liberalized standards will make it possible for many groups and organizations to establish child care facilities under contract with the Corporation, we are afraid the liberalized standards will relegate children to inadequately supervised custodial care.

Additionally, the Academy recommends that Section 2006(b), which provides for hearings to determine if federal facility standards should be superceded, should be extended to allow for hearings on health requirements and other program activities. Standards dealing with health, nutrition, program content and staff are usually more important in promoting the quality of care than are standards relating to facility and sanitation requirements.

The Academy would like to make several recommendations regarding Section 2018, referring to the establishment of a National Advisory Council. We would recommend that the Board, after consulting with and receiving recommendations from national organizations of child development experts and other persons concerned with the health and welfare of children, provide for the selection of the National Advisory Council, the members being selected in accordance with the procedures established by the Board. The National Advisory Council shall advise the Board of Directors in policy matters relating to the needs of children throughout the country, and may act as a liaison between the client community and the Federal Child Care Corporation. We would like to suggest the composition of the Council be five professionals instead of three, thus providing a broader base representation of child development experts. We would recommend that a pediatrician particularly interested in child development as well as a nutritionist be appointed by the Council.

The Academy endorses the suggestion made to the Committee last year that the Advisory Council be extended to regional, state, and local jurisdiction. These councils would help ensure that child care services are appropriately located and that the Corporation takes into account planning or existing facilities that are provided by health, education, and child welfare agencies in the community.

Our final recommendation regards Section 2020: Definitions. We feel that the definitions in this section are unnecessarily confusing and complex and we would recommend simplification and revision of these definitions. The Academy objects to the child care facilities definitions which do not include any provision for educational or developmental services. We recommend that the definition of boarding facility, day nursery, and preschool child care center be deleted from this legislation, as they allow facilities to be funded which do not provide child development programs, and where children are enrolled on a full day basis, five days a week.

Mr. Chairman, we beieve these recommendations incorporated into S. 2003 would strengthen the proposal. However, we must state our original position that even with these modifications the child care provisions of S. 2007 as already approved by the Senate provide a more desirable mechanism for strengthening and extending a national program of child care services.

We thank the Committee for this opportunity to submit our comments and would like to express our desire to further cooperate in this activity which will so meaningfully benefit a large number of our nation's children.

Standards for
Day Care Centers
for Infants and Children
Under 3 Years of Age

AMERICAN ACADEMY OF PEDIATRICS
Committee on Infant and Preschool Child

COMMITTEE ON INFANT AND PRESCHOOL CHILD

1970–1971

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These standards are basic and require supplementation to be effective. Planned in-service training and extensive consultation on medical, educational and administrative policy should be available.

The American Academy of Pediatrics, in cooperation with other interested national professional organizations, is preparing a series of recommendations to explain and carry forth the pinciples of the standards. It is hoped that these recommendations will serve as a basis for regionalizing and individualizing these standards.

William B. Forsyth, M.D.
Chairman, Committee on
Infant and Preschool Child

PREFACE

The Committee on Infant and Preschool Child of the American Academy of Pediatrics, in response to a request from the Executive Board of the Academy, has undertaken to develop basic standards for quality day care for children under 3 years of age. Because many children are in day care and because children in this age period are going through many critical periods of development which are highly susceptible to environmental influences, the Committee feels that a set of realistic standards should be developed.

Day care of children is a requisite for some parents who wish to become employed, to continue their education, or to maintain the integrity of family and social life.

Quality day care should be available for all children and their parents. Standards should be relevant to public, private non-profit, and private-for-profit day care agencies. These basic standards are applicable to the provision of day care for all children, rich or poor, with or without special health problems.

The standards which are advocated here are based on current usage. Their origins, and even their validity, are not always clear. Until research further evaluates present standards and programs for children of this age group, the use of current programs and their modification in the direction suggested by research is the best approach. Basic standards will be of relatively limited usefulness unless they are accompanied by recommendations to promote the further improvement of services. Considerable effort will need to be expended by the Academy and others to develop recommendations which will supplement these basic standards.

The Committee on Infant and Preschool Child is eager to meet with other organizations concerned with the day care of children and to seek their recommendations for additions and changes to these basic standards. These basic standards should be a joint project and not remain exclusively an Academy venture.

Since the following written standards are basic, the Committee has generally avoided incorporating philosophy. The availability of day care provides a mother with the choice of group day care as one of the means of providing for her children. Options should include full or part day care under a variety of sponsorships and in a variety of locations such as neighborhood schools or parents' place of employment. In no instance should the availability of day care for her child be used to coerce the mother to work. The primary purpose of day care should be to offer a sound basis for learning and further development of the young infant and to support and encourage the mother in her efforts to care for her child. Parent involvement is essential in each day care center if it is to have a dynamic program which will meet the needs of the children it serves.

The exigencies of time and space preclude individual acknowledgment of assistance in the preparation of this manual by many workers in the field of education, social work, child psychology, and Government who have furnished valuable criticism and advice. We are indebted to many people for their help.

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CHAPTER I

BASIC PRINCIPLES

Day care centers should be located near the home or other family activity, the school, or the parents' place of employment. The centers should be encouraged to accept children with handicaps who can benefit from their programs. A careful evaluation should be made of the reasons why a child is rejected from the program to gather information on causes of rejection. Programs should be subsequently modified to reduce the number of rejections and to insure that day care services for all children will be available to all who can benefit from them.

Three types of professional input are essential to the day care movement:

1. Consultation on policy and procedures, by persons with professional and administrative skills in day care, including administration, medical, nutritional, social, psychological, and educational.
2. Consultation on implementation of the daily program.
3. Consultation on training of agency personnel.

Agencies caring for five or more children should be licensed. All children on the premises during any part of the period the program is in operation shall be included in the count. It is anticipated that standards should be met by all those rendering day care. Consultation and policy recommendations covering foster family day care could be the responsibility of an agency-coordinating group.

These basic standards advocate a change in policy concerning the child who is ill. Current research indicates that children who are ill generally have harbored the infectious agent for several days prior to the appearance of symptoms and that the agent may have been present in the day care center population for a considerable period of time prior to its first appearance as symptomatic illness. Since day care is one method of assisting mothers and supplementing family care, children who are ill could be cared for in the day care center at the mother's discretion. Planning for the child, in terms of notifying the parents and/or caring for the child with minor illness in the center, should reflect this.

The Committee considered the value of cleaning of toys and other items the children come in contact with. Although such cleaning may be desirable from the aesthetic standpoint, the scrubbing of toys daily does not constitute a significant safeguard against the spread of infection. The staff should be attractively clothed; but, frequent changing of clothing and the wearing of special scrub gowns or other similar attire designed to prevent the spread of infection is thought to be unnecessary and should not be required.

When these basic standards are used as a basis for state licensure, the state licensing agency must assume responsibilities toward the licensees to provide or pass on the quality of consultation available.

Consultation could be provided from a central agency working with the smaller centers; or, in the case of a larger center, it could be provided from the staff or resources of the larger agency. The coordination of community services and the delivery of high quality day care is a joint responsibility of the licensing agency and those actively seeking to provide the care.

The basic standards do not outline a system for the direct delivery of primary health services in detail; these services must be integrated closely with the resources available in the community. A separate plan which would go beyond the requirements in the standards should be developed using guidelines* currently available if primary care is to be included. The central city day care center affiliated with a neighborhood health center and day care services in a suburban church are illustrative of the differences in need for primary health care as a part of day care programs.

The implementation of these basic standards requires a major emphasis on in-service training for all staff. The provision of training and recognized paths to professional development are vital to the provision of quality care.

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*Standards of Child Health Care. Evanston, Illinois: American Academy of Pediatrics, 1967 (to be revised 1971).

CHAPTER II

ADMINISTRATION

1. Organization

Regardless of the type of organization, sponsorship, or ownership, each center shall define in writing the types of services it offers to children and to parents. All centers shall have a board of directors made up of interested citizens, including participation from parents of children placed in the center and the community at large. The organization of every center must be such that the legal responsibility is clearly defined and the administrative authority is specifically delegated to the director. Minutes of board meetings should be maintained in the office of the administrator.

2. Required Policies

The center shall have written policies developed and approved by the board which shall:

a. Insure that no child will be discriminated against because of race, creed, or color.

b. Delegate to the administrator specific powers and responsibilities with regard to hiring of personnel, program content, maintenance of a safe and adequate facility, and establishing and maintaining positive and continuing relationships with the community being served.

c. Define admission policies which shall be given to each applicant. These policies shall be flexible and adapted to the needs of the child to be admitted so the child with specific problems who could benefit from the program will not be denied admission. The policies shall include (1) a description of the admitting procedure, which shall encompass an initial interview with the parents and a discussion of the center's program: the objectives, goals, holidays, health services, and hours of operation. Social, health, and developmental information (which will determine whether the services will meet the needs of the child and his parents) shall be obtained from the parents at the initial interview. (2) At the time of acceptance, the parent and the staff shall also develop a transportation plan for the prospective enrolee. (3) Also, at this time, a plan shall be developed with the parents which will provide for emergency medical care for the child, names of persons to be contacted when the parents are not available, and designation of persons who will be authorized by the parent to receive the child at the end of each session. Provision for the child who is not called for at the close of the day shall also be included. The child shall be released only to the authorized persons or to persons subsequently designated by the parents in writing.

d. Define the policy of the center to hold regular, individual staff-parent conferences at least every 2 months to summarize progress, to inform parents of the program being carried out, and to obtain information from the parents on the child's development and home behavior. These conferences will provide an opportunity for the parents and staff to be kept advised of the child's behavior, progress, and any need for other social and health services so both the day care center staff and the parents will gain a better understanding of the child.

e. Assure the introduction of each child into the program in a way to meet the special, individual needs of the child.

f. Develop parent-center communication and cooperation in coping with daily problems and behavior patterns and in fostering optimal development of the child. Make available to parents methods and materials for use with the child at home.

g. Assure and encourage that the center shall be open for visits by the parents and those involved in the child's care at home.

h. Assure that specialized services (such as services for cerebral palsy, mental retardation, and so forth) shall not be advertised unless the center has a suitable plan, facilities, and staff qualified to offer these services.

i. Require minimum insurance coverage to include: (1) public liability insurance for the protection of the agency; (2) Federal Social Security coverage; (3) Workman's Compensation Insurance; (4) special licensing for drivers for agencies providing transportation.

j. Insure that there shall be sufficient funds at all times to insure good care and guidance of children in accordance with these basic standards.

k. Provide that, in event of closing of the program, at least 2 weeks' notice will be given to parents.

l. Insure that adequate financial records and records on the personnel and children will be maintained on the premises.

m. Set fees charged for child care by community or tax supported centers which shall be related both to the actual cost of operation and the potential income from the parents. Subsidization of part of the cost is to be anticipated for many of the centers.

n. List job qualifications and responsibilities, hours of work, vacation, sick leave, insurance and fringe benefits, health policies, separation and grievance procedures for each position.

o. List a prepared plan and program of in-service training for staff development at all levels.

p. Coordinate the various elements of the program curriculum.

q. Plan for disasters such as fire, care during illnesses or injury of personnel or children, and so forth.

r. Designate a qualified, responsible adult to carry out the program in the temporary absence of the director.

s. Assure that the child-staff ratio shall be maintained, but in no instance shall the center operate with less that two staff members, one of whom shall be free of other responsibilities while in charge of the children.

CHAPTER III

PERSONNEL

Personnel caring for children in day care centers shall be in good physical and mental health. Personal qualifications are of highest priority. Even though precise definition of desired personal characteristics is difficult, patience, warmth, ability to set limits, a positive personal self-image, and flexibility in reaction to and knowledge of different expressions of behavior represent selected examples.

1. **Personal Health Qualifications**
   a. All personnel, including the director, must obtain, prior to the time of employment, a physician's statement based on his clinical evaluation that they are free from any mental or physical illness which might adversely affect the children cared for in the day care center. The staff shall have periodic assessments of their mental and physical status which will affirm their competence to continue caring for the children. Such assessments are better carried out regularly by competent supervisors than through routine medical examinations or tests.
   b. All personnel, including the director, shall have a preemployment tuberculosis examination and an annual report on file of a chest x-ray or tuberculin test which has been interpreted and shows no evidence of active tuberculosis.
   c. Staff members with communicable disease must take adequate precautions, including, when indicated, temporary absence from duty without penalty.
   d. All staff members who work with the children should have basic knowledge of first aid principles, including control of bleeding and artificial respiration.
2. **Personnel Records**
   a. Confidentiality of records shall be maintained.
   b. A record of each employee shall be maintained and shall include: name, address, age, sex, training, education, experience, and other qualifications; report of physical examination at the time of employment and names and telephone numbers of persons to be notified in event of an emergency; police clearance for crimes of child abuse and sex offenses; and, an annual report of tuberculosis examinations.
   c. Personal and character references.

d. A record of all in-service training.

e. An annual rating based on job attitudes and performance should be maintained for each staff member.

f. Records of currently employed personnel shall be kept at the center for as long as the individual is a member of the staff.

3. **Personnel Qualifications**

a. Director

(1) The director shall meet the general personnel requirements. He or she shall be the person responsible for the children in the program, and shall have the personal characteristics and experience necessary to plan and to administer a well rounded program for the promotion of health, growth, and development of young children in a group setting. In addition to meeting the foregoing requirements, the director must have completed a minimum of 24 semester hours or an equivalent number of quarter hours of credit in courses dealing with child development, the nursery school child, child psychology and related subjects, or have equivalent experience acceptable to the official licensing agency.

(2) The director of a day care center for eight or fewer children shall have 2 years of relevant experience in direct child care in a day care center. In addition, he or she shall have a high school education, or its equivalent, plus one course in early child development. A director with these qualifications must receive regular, scheduled consultation from a supervising agency approved and designated by the licensing body of the state.

b. Staff

In a center for nine or more children, the persons with secondary responsibility, supervised by the director, shall (1) have completed high school or its equivalent, plus one course in early childhood education; (2) be at least 18 years of age and presently be enrolled in a recognized school to complete high school and have had one course in early childhood education or child development; or (3) be at least 18 years of age and have completed a child care program or an in-service course and be enrolled in regular, approved, training courses.

c. Nonprogram Staff

Administrative staff, aides, housekeeping staff, and others should be employed as needed by the agency.

4. **Responsibility of the Director and Staff**
   a. The director shall be responsible for maintaining standards for the care of children and for continuing operation of the center. In the temporary absence of the director, a qualified staff member should be designated to serve in his or her place.
   b. Proper provision shall be made for a sufficient number of staff members with appropriate qualifications to carry out the program of the center according to stated requirements and to assure that the building is maintained in a safe and clean manner.
   c. The director shall assure that the required child-staff ratio be maintained; but, in no instance shall a day care center operate with fewer than two staff members, one of whom shall be free of other responsibilities while in charge of the children.
   d. The center shall provide qualified staff to replace members who are on sick leave or vacation.
   e. The center must provide or arrange for orientation and continued in-service training for all staff involved in the day care program—professionals, nonprofessionals, and volunteers. Such experiences should encompass concern with general program goals as well as specific program areas, i.e., nutrition, health, growth and development including the meaning of supplementary care to the child, educational guidance and remedial techniques, the relation of the parents participation, and the relation of the community to the child
   f. Supervision, including review and evaluation sessions which point out the strong and weak points of performance, is a supplement to continuous in-service training. Nonprofessional staff shall be given opportunities for career progression which include job upgrading and work-related training and education.
5. **Child-Staff Ratio**

   There shall always be one adult for each four children under 3 years of age. These child-staff ratios should be computed in relation to full-time child care activities and exclude other duties such as housekeeping, record maintenance, and cleaning.

   Insofar as possible, the same adult should care for the same child.

CHAPTER IV

RECORDS

The center shall keep confidential, current and past records of the following:

1. Facilities

a. The center shall keep a file of contracts required, licenses, approvals, and certificates of occupancy.

b. The center shall keep an up-to-date inventory of its equipment.

2. Staff

The center shall keep current and past records of the following:

a. For each employee there shall be a health record containing:
  (1) evidence of freedom from tuberculosis and a report of annual tuberculosis control measures;
  (2) evidence of preemployment examination indicating a health status permitting him to function in his assigned role;
  (3) evidence of recovery after specified communicable diseases;
  (4) reports of periodic evaluations when held.

b. For each employee participating in the care of children there shall be:
  (1) evidence of qualifications for the position held;
  (2) statements from references including police clearance of crimes involving sex offenses against children and child abuse;
  (3) evidence of job evaluation based on job description reviewed and signed by supervisor and employee;
  (4) records of all training received subsequent to employment;
  (5) reports of accidents.

3. Children

a. For each child there shall be a daily attendance record.

b. For each child there shall be a program record containing:
  (1) name, address and telephone number of child's source of regular health care;
  (2) emergency care plan for the child in case of accident or illness;
  (3) record of initial admission interview to include a transportation plan;
  (4) statement of child's health status with any specific recommendations by the physician for special care;

(5) current status of immunizations;
(6) regular observations by the center's staff of child's physical, emotional, and developmental status;
(7) parent permission for center-sponsored field visits;
(8) record of periodic child-parent conferences;
(9) accident and incident reports for the child.

4. **Administrative Records**
   - a. Copies of current operating policy and procedures and programs.
   - b. Records of committee meetings and recommendations.
   - c. Reports of all licensure and safety inspections.
   - d. Accident and incident reports.
   - e. Adequate financial records.

CHAPTER V

PROGRAM

1. Planning

- a. Program planning shall be in cooperation with the primary caretaker, the parent, and the director of the children's program.
- b. Individual and group programs for children shall be planned in such a way as to provide intellectual, social, emotional, and physical benefits. No group shall be larger than 16 children.
- c. The parent shall receive a written outline of these activities:
  - (1) so coordination of home and center activities and procedures is facilitated,
  - (2) so each child's developmental needs may best be met.

2. Activities

- a. Experience shall be offered each child to enable him to develop ways of relating to: things, people, feelings, his own body, and his growing self-awareness.
- b. Opportunities for activities shall be offered to each child based on:
  - (1) physical maturity,
  - (2) individual sensitivities and strengths,
  - (3) individual need for periods of rest and stimulation,
  - (4) individual need to interact with adults and other children,
  - (5) individual ability to cope with stress.
- c. Daily activities for children shall be planned ahead and consist of, but not be limited to:
  - (1) gross motor and fine motor activities,
  - (2) visual-motor coordination activities,
  - (3) language development activities,
  - (4) development of other communication skills,
  - (5) direct experiences with materials and people in the center and in the community,
  - (6) activities which help to develop organizing and categorizing skills,
  - (7) activities which encourage the development of exploration and satisfaction of curiosity,
  - (8) activities which foster social and personal growth through individualized care by consistent mothering figures.

3. **Schedule of Activities**
   a. Activities shall be scheduled so there is adequate time for:
      (1) periods of active play with adults and other children,
      (2) periods of rest,
      (3) periods for meals and snacks,
      (4) periods of outdoor activity
      (5) periods of solitary activity for those needing such time,
      (6) periods of individual interaction between one adult and one child.
   b. The planned,written schedule of activities shall be developed on the basis of each child's need for continuity of routine. Staff duties shall be related to the written schedule.
   c. Flexibility of scheduling shall be considered to meet individual interest and accommodation to unusual circumstances.
4. **Materials and Equipment for Children's Activities**
   Materials used by children shall be varied, attractive to children, appropriate in size and complexity, safe, and in good repair.
5. **Space for Children's Activities**
   The space for children shall be divided into separate activity areas so different children can participate in different activities at the same time. This will enable the staff to meet the needs of some children for rest, some for active play, some for quiet activity, and so forth.
6. **Staff Responsibilities**
   a. It will be the responsibility of the adults in the program to encourage the development of:
      (1) meaningful, trusting, and stable relationships;
      (2) autonomy in children through self-help and self-initiated activity;
      (3) exploration and curiosity.
   b. Harsh, punitive methods of control and/or training of children shall not be permitted. Mechanical restraint of children shall be prohibited. Individualized, consistent care is to be emphasized.

CHAPTER VI

HEALTH SERVICES

1. **Administration**
   a. There shall be a written health program to include policies regarding the following:
   Admission health policies; responsibilities for ongoing medical care; management of acute illness during the day; management of accidents; staff in-service training; continuing health supervision; programs for activity, rest and feeding; and personal hygiene. This health program must be reviewed with the parents at the time of admission.
   b. The state licensing agency shall provide or approve consultation on policies relating to physical and mental health. Consultation should be available to the center staff and advisory groups prior to the opening of the center and periodically thereafter. Periodic reviews of the health program should be undertaken to insure its implementation and to assess the need for modification.
   c. The health program should be a joint responsibility of the professional consultants and center staff. Consultants should confer with the staff at regular intervals concerning health, behavior, and other problems of the children and should suggest referral to appropriate resources when indicated. They should review reports received by the center concerning its children and interpret them to the staff.
2. **Admission Health Policies**
   On admission, the parent must provide:
   a. A report on the state of the health of the child based on a recent evaluation, including his ability to participate in day care, and any special health needs.
   b. Verification of adequate immunization for age using the *Report of the Committee on Infectious Diseases** of the American Academy of Pediatrics as a guide.
   c. Tuberculin skin test at the appropriate age with adequate follow-up for positive reactors.

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*Report of the Committee on Infectious Diseases. Evanston, Illinois: American Academy of Pediatrics, 1970.

d. Name, address, and phone number of the physician or health resource responsible for ongoing health care of the child, and the parent's signed authorization for treatment of the child in an emergency.
e. Name, address, and phone number of persons (in addition to parents) who will accept responsibility for the child if he becomes ill and parents cannot be contacted.

3. Management of Child Who Appears Ill

a. Children who are tired, ill, or upset will be given a chance to rest in a quiet area under frequent observation. Each of these children will be given a health appraisal by the regular staff in attendance. Such children need not be discharged home as a routine policy but may be cared for during minor illness at the discretion of the parent.
b. Parents will be advised to seek medical care for all illnesses which are not common in the community or for which symptoms persist. Health reports related to these illnesses should be a part of the children's records.
c. Any child who frequently requires seclusion and health observation for fatigue, illness, or emotional upset will be referred through the parents for complete evaluation. The day care center will provide the family with a complete report of the observations of the child.
d. Medical consultation shall be available to the director to aid in establishing policy for management of current illness or threat of illness.

4. Management of Accidents

a. The designated health consultant or other appropriate persons shall evaluate the physical facility at least semi-annually to determine that it is reasonably free from common hazards, including lead.
b. All staff members who work with children shall have basic knowledge of first aid principles, including control of bleeding, management of seizures, and administration of artificial respiration.
c. The designated health consultant will assist the staff in developing routine procedures for treatment of minor injuries. These procedures shall be written and posted with the first aid materials.

d. There shall also be a written, posted procedure for disaster, including fire, and the management of more serious accidents, including first aid measures and the procedures to be followed in bringing children to emergency medical care.

e. First aid supplies shall be maintained on the property.

f. If a child has an accident during the day, the parent or designated responsible person shall be notified.

g. A record of accident or injury shall be kept in the child's permanent health form.

h. Records of accidents shall be reviewed by the medical consultant and staff, semi-annually.

5. **Health Supervision**

a. Health supervision shall be based on the current standards* of the American Academy of Pediatrics.

b. Day care center staff responsibility

(1) At least every two months, a staff member shall seek to meet with the parents to summarize information on the child's growth, development, behavior, nutritional habits, and so forth. The parents will provide reports of interval immunization and health evaluation reports of other health care the child has received. The names of physicians and others involved in this care will be brought up-to-date. Recommendations should be developed by the parents and staff for the child's program so there will be a coordinated program of day care for each child.

(2) There shall be daily communication on problems of diet, illness, and behavior between parents and staff and staff and parents.

(3) It shall be the responsibility of the director to supervise the administration of medication. Such medication shall be adequately labeled, prescribed by a physician, and accompanied by a written request and authorization by parent or guardian. Records of these prescriptions and authorization shall be maintained on file.

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*Standards of Child Health Care. Evanston, Illinois: American Academy of Pediatrics, 1967 (to be revised 1971).

c. Sanitary procedures
   (1) The center shall provide facilities for washing hands and face before meals and hands after using toilet facilities.
   (2) Disposable towels shall be provided.
   (3) Wet or soiled clothing shall be changed promptly; an adequate emergency supply shall be available.
   (4) An adequate supply of clean diapers and sheets shall be available at all times, preferably of a disposable type or provided by a commercial laundry service. Soiled diapers are to be placed in a plastic bag or plastic-lined, covered container which shall be emptied, cleaned, and disinfected daily.

6. Outline of Goals in Health for Staff In-service Training

a. To develop early detection of behavorial and physical problems through recognition of deviations from group and individual health behavior.
b. To promote use of preventive and corrective services.
c. To teach positive health and safety behavior by example and direction to children and their parents.

7. Dental Health

a. The center staff should be knowledgeable concerning the need for adequate fluoride intake of infants and child.
b. The staff will, by parent education and appropriate professional referral, attempt to insure an adequate fluoride intake by the use of a fluoridated water supply or by the use of other forms of fluoride when such a water supply is not available.
c. Children of appropriate age and their parents should be given directions concerning other means of promoting good dental health (adequate nutrition, early dental inspection, and salvage of carious, deciduous teeth).

CHAPTER VII

NUTRITION

1. **Professional Consultation**
   Regular planned, professional consultation should be available to each center regarding the feeding of infants and young children, including formula composition, preparation, and storage.
2. **Nutritional Assessment**
   A nutritional assessment is a necessary part of the health evaluation for every child admitted to the center.
3. **Formula and Milk**
   The day care center shall use a single, ready-to-feed formula, unless medically contraindicated for the individual child. Whole homogenized, pasteurized, vitamin D-fortified milk shall be used for infants and children not on formula, except in the rare instances when it is medically contraindicated. Milk should be poured prior to a feeding into clean bottles or cups, depending on the age of the child; any excess milk should be discarded after each feeding.
4. **Nutritional Program**
   Food served to children in day care centers must supply a reasonable proportion of the daily requirements of nutrients necessary for optimum growth and development. The admission interview must include information about food habits and practices: schedule of meals or feedings, food likes and dislikes, cultural patterns of food selection, and preparation. This information should be used by the staff to plan meals and snacks and to introduce new food or foods in a progressively coarser form for infants. Since the center supplements home and parental care, an individual food program should be developed in consultation with the parents.

Menus should be planned at least on a two-week basis and be posted where parents can see them.

There should be consistency of child-caring persons within the limits of feasibility of staffing. An infant should be individually fed according to his own schedule of feeding and by the same person, insofar as possible. Infants will be held for bottle feeding. The atmosphere at feeding time should be relaxed and pleasant so eating will be fun. Programs preceding mealtime for toddlers should include a period of quiet play.

All food should be in pieces small enough for children to handle.

Single foods (not mixtures), mildly flavored foods, raw fruits and vegetables, finger foods, and small servings are usually preferred by children.

Proper sanitation and health standards in conformance with all applicable state and local laws and regulations should be maintained in the storage, preparation, and service of food.

5. **Vitamin and Mineral Supplements**

Iron, vitamins, and fluorides should be provided in adequate amounts through water, formulas, milk, or other foods, or as iron, vitamin, or fluoride supplements.

CHAPTER VIII

FACILITIES FOR THE DAY CARE CENTERS FOR CHILDREN

1. **Housing Location**
   a. The day care facility should be located in an area where there is access to fire fighting facilities; an ample, uncontaminated water supply; and a safe area for the children to get in and out of vehicles.
   b. The building shall meet the requirements of all state codes.
   c. The space occupied by the day care facility shall not be used for other purposes during the hours of child care, and it shall be physically separated from all other unrelated activities.
   d. No center shall be located in a private family residence unless that portion of the residence to which children have access is used exclusively for the children during the hours the center is in operation or is separate from the usual living quarters of the family.

2. **Design and Construction**
   a. Bare floors shall have a smooth, washable surface and shall be in sound condition and free from hazards. Carpeting shall be properly cleaned and maintained.
   b. Walls shall be constructed of smooth, cleanable material and be in sound condition.
   c. At least two exit doors shall be provided from each floor accesible to the children. These doors shall open in the direction of the exit.
   d. Exit doors shall be provided with panic release hardware.
   e. Stairways accessible to children shall be equipped with handrails within reach of the children and guards at the top of the stairway.
   f. An adequate number of fire extinguishers shall be mounted on walls.

3. **Heat, Light, Ventilation, and Plumbing**
   a. There shall be suitable housing which provides light, heat, ventilation, plumbing, garbage disposal, and rooms conforming in construction, safety, and sanitary precautions to the regulations of the state health department, industrial commission, and local fire, health, and safety regulations.

b. Areas used by the children shall be heated when the temperature falls below 68 degrees Fahrenheit, so a temperature of 68 to 72 degrees Fahrenheit is maintained within 2 feet of the floor. An adequate and safe cooling facility should be provided when temperature and humidity level become excessive for normal comfort.

c. Adjustable shades or curtains shall be provided and used for protection from glare and to promote an atmosphere conducive to sleep at nap time. When natural light is insufficient, artificial light, properly diffused and distributed should be provided so adequate light is available at all times in rooms, halls, and stairways.

d. All rooms shall be adequately ventilated, without drafts, by means of windows that can be opened or by an air-conditioning or ventilating system. Safeguards to prevent children from falling from window openings shall be provided.

e. Safeguards to prevent children from entering unsafe or unsupervised areas shall be provided.

f. All windows, doors, and ventilators shall remain closed unless protected against insects with securely fastened screening, as the season requires.

g. An adequate water supply of a safe, sanitary quality shall be obtained from a water source or system approved by the state board of health.

h. Temperatures of hot water in plumbing fixtures used by the toddler shall be automatically regulated by control valves and shall not exceed 110 degrees Fahrenheit.

i. Radiators, registers, steam and hot water pipes, and electrical outlets shall have protective covering or insulation for the protection of toddlers.

j. Floor furnaces, open grate gas heaters, open fireplaces, electric heaters, or other portable heaters shall not be used by the center to heat space used by children unless adequately screened.

k. Combustion space heaters shall not be used.

l. Individual, single service cups shall be provided in a sanitary dispenser and used only once.

m. Drinking fountains, if used, shall be of the sanitary type with guarded angular stream drinking fountain head. The fountains shall be so constructed and located as to be accessible for use by the children at all times.

n. The center shall provide inside toilet rooms equipped with flush toilets and with securely fastened and supported wash basins with hot and cold running water.
   (1) Toilet rooms shall be located on the same floor as inside play areas and in close proximity to inside and outdoor play areas.
   (2) The center shall provide a minimum of one (1) flush toilet for each fifteen (15) children and staff who are using the facilities.
   (3) A sturdy changing table for children in diapers shall be provided. It should be of appropriate height, easily cleaned, and provided with disposable paper sheeting.
   (4) Nursery seats and steps or platforms shall be provided for the use of small children if child-sized toilets and wash basins are not available to encourage self-help and independence.
   (5) When new equipment is being installed, child-sized toilets with open-front seats and child-level wash basins should be used.
   (6) Toilet rooms shall be scrubbed and disinfected daily.

4. **Maintenance and Safety**
   a. All rooms, premises, and furniture shall be kept in a clean, neat condition and shall be in good repair at all times.
   b. Rooms shall not be cleaned while occupied by children. Dry sweeping and dry dusting shall be prohibited.
   c. All garbage and trash shall be kept in tight, easily cleanable receptacles which are covered with close fitting lids until removed from the premises and it shall be removed as frequently as necessary.
   d. All equipment such as fire extinguishers, furnace rooms, wiring, gas equipment, appliances, fire escapes, exit signs, and storage of flammable materials shall be determined and approved by the local fire department or state industrial commission.
   e. Fire hazards and combustible material such as paper, rags, and excelsior shall be disposed of promptly.
   f. All corrosive agents, insecticides, rodenticides, herbicides, bleaches, detergents, polishes, items containing petroleum products, any product which is under pressure in an aerosol dispensing can, and any substance which may be toxic to a child if ingested, inhaled, or handled (skin contact) shall be stored in a

locked cabinet and in an enclosure located in an area not accessible to children.

g. Hazardous items such as plastic bags and sharp tools or instruments shall not be in an area accessible to children.

h. Medications shall be stored in a separate, locked cabinet above the height that a child can easily reach.

   (1) Surfaces or items that toddlers come in contact with shall not be painted with paint containing lead. This includes outer surfaces of buildings, fences and play equipment.

   (2) All areas, surfaces, and items with which toddlers may come in contact shall be free of any residual pesticides.

i. Rooms used by the toddlers shall be protected from hazards such as faulty electrical outlets, any glass items which may be broken, and elevators or other vertical shafts.

j. Premises shall be free of all safety hazards such as old refrigerators with doors, cisterns, grease traps, unsafe fences (one in which toddlers can be caught or strangled), unsafely constructed or worn and hazardous play equipment, and so forth.

k. The premises shall be free of stray animals which may cause injury or disease to the children.

l. All outside windows and doors shall be equipped with screens or guards which shall be attached in such a way that they may either be removed from the outside or broken in from the outside in case of fire.

m. All gas equipment and appliances in the building occupied by the day care center shall comply with the standards of the American Gas Association code. The rules and regulations on liquified petroleum gas of the state fire marshal shall be complied with.

n. All flammable liquids shall be kept in tightly closed or sealed containers when not in use, shall be stored on the premises only in such quantities and in such rooms as are approved by the state fire marshal, and shall not be accessible to children at any time.

5. **Office Space**

   a. Office space separated from the areas used by the toddlers shall be provided for interviewing, conferences, and making and keeping records.

   b. Space and equipment shall be adequate for the administrative and staff needs of the center.

c. The center shall be equipped with telephone service.
d. A rest area shall be provided for center staff.
e. Sufficient storage space for clothes and other items shall be provided.
f. Cribs with a firm comfortable mattress and heavy plastic mattress cover shall be spaced at least 3 feet apart on all sides, except where they touch the wall. Aisles between cribs are to be kept clear of all obstructions while cribs are occupied.
g. Any room having five or more children shall have two exits.
h. Convenient and adequate storage space shall be provided for both indoor and outdoor play equipment and materials.
i. There shall be a "separation area" equipped with one crib for every 20 or fewer children in a separate room.

7. **Outdoor Space**
   a. The center facilities shall have access to an outdoor play area of 75 square feet for each toddler using the area at any time.
   b. The play area shall be protected, well maintained, and free from hazards which might be dangerous to the health or life of the children.
   c. No permanent wading or swimming pool shall be permitted. Only small inflatable wading pools, under close, constant supervision, shall be used. A water temperature of not less than 60°F shall be maintained. Pools shall be emptied and put into storage after each use.
   d. All parts of the play area shall be visible and easily supervised.
   e. Provision shall be made for both sunny and shady areas in the outdoor area.

8. **Equipment**
   a. Equipment, materials, and furnishings shall be provided for both indoor and outdoor play that are sufficiently varied, age related, and adequate to meet the developmental needs of the children.
   b. Clean covering sufficient to maintain comfort during nap and sleeping time shall be provided by the nursery or the parents.
   c. Equipment, materials, and furnishings of the center shall be of sturdy, safe construction, easy to clean, and free from hazards.

The CHAIRMAN. The next witness will be Mrs. Rita C. Davidson, Secretary of Employment and Social Services.

Senator BENNETT. I take notice of the fact we now have men's lib.

The CHAIRMAN. Are you speaking for Mrs. Davidson?

STATEMENT OF JOHN L. STUBBS, ON BEHALF OF RITA C. DAVIDSON, SECRETARY, MARYLAND DEPARTMENT OF EMPLOYMENT AND SOCIAL SERVICES

Mr. STUBBS. I am not Rita Davidson, I am John L. Stubbs, the administrator of the Maryland Office of Childhood Development speaking in place of Mrs. Davidson who could not be here today.

This committee has long voiced its displeasure over the Nation's lack of child care facilities and the underutilization of title IV(A) funds available for this purpose. I want to commend both the chairman and the committee for having focused a bright spotlight on the problem so that the Congress and the general public have become increasingly aware of the need for a massive national program to meet these needs.

Unfortunately, I must voice objection to the proposal which arose from your concern. The chairman's bill, S. 2003, accords the needs of children only the most perfunctory recognition. It does not require of the Child Care Corporation that it establish, or even aim at establishing, a high-quality program for children. One gains the impression from a reading of the bill that just about any kind of facility, any kind of adult personnel, any kind of curriculum and any kind of contractor will do so long as minimum standards of health and safety are met. In place of a much-needed program of child development, such as is provided by most European nations, there is established a custodial system designed, not to benefit the child, but to benefit the taxpayer by freeing welfare or potential welfare mothers to go to work. This is to be done with the least possible expenditure of public funds.

This is a repudiation of the values which we as a Democratic nation have held most dear—the number one priority we like to think we place on the welfare of our children. Downgrading of the priority for children is apparent in almost every section of the bill. I would not burden you with a section-by-section critique, but I would like to list what I regard as the six most serious deficiencies:

(1) The requirement that the Child Care Corporation meet all costs out of fees at the outset pits the interests of the child against the fiscal considerations of the Corporation, with the child certain to emerge the loser. Fees must not only cover the operating and capital costs for each center, but will also have to finance an enormous new administrative superstructure consisting of numerous local offices charged with overseeing the individual programs. The higher such costs, the greater the pressure to cut corners at the expense of the children—by reducing staff, components of the program, equipment, space. Fees can be expected to exceed the $2,320 a year which the HEW estimates is required to provide a desirable level of child care. Few middle-income families can afford such a fee.

(2) The provision of subsidies for low-income families only ignores the fact that families in the $5,000 to $10,000 income range are likewise unable to pay fees of more than $2,000 a year for child care and would be frozen out of the program. An economic mix of enrollees, which is an essential for all children, could not be achieved.

(3) Funding levels are too low to achieve the stated goal of meeting "the Nation's unmet needs for adequate child-care services." The Federal loan to the Corporation of $500 million and the bond-issuance authority for $250 million should each be doubled, and at least $1.5 billion should be authorized for grants to cover the cost of getting started. Such grants would be used for planning, training and operating costs for the first year, as proposed by Senator Ribicoff.

(4) The contracting authority of the Corporation is unlimited and undefined, opening the door to profiteering by a profusion of "instant experts" with no prior interest or experience in child development. The margin of profit allowed such entrepreneurs will further drive up costs.

(5) The absence of a participatory role for the States, the localities and the parents and the failure to require a comprehensive State plan, coordination and maximum use of available public services will guarantee the perpetuation of the present chaos in child care.

(6) The bill offers no protection of standards. On the contrary, ratios of adults to enrollees are below the Federal Interagency Day Care Requirements, and references to such other standards as indoor-outdoor space requirements, program content and required services are vague or non-existent.

THE MARYLAND EXPERIENCE

Maryland's experience with a profusion of unrelated child-care programs points to the need for planning, coordination, technical assistance and oversight at the State level.

We have currently enrolled over 32,000 children of pre-school age in child care facilities. My own office operates 24 day-care centers and we will have 30 in operation by December. Well, we are budgeting to provide 1,500 in family care and 1,200 that we purchase in other facilities.

Throughout the State there are 96 Headstart programs, run by communuity action agencies; 44 day-care centers for the retarded, operated by the Maryland Department of Health and Mental Hygiene; 123 private nursery schools and kindergartens accredited by the board of education and 42 early childhood education centers operated by the State board of education with the assistance of titles I and III funds of the Elementary and Secondary Education Act.

In some areas several programs compete for participation of the same children; in other areas, there is not child care centers for any child, rich or poor.

With everything left to chance, there is great variation in program content, physical facilities, personnel standards. It became clear, as the demand for child care centers grew, that planning and coordination were going to be imperative.

In recognition of this, Governor Mandel last December established an Office of Childhood Development within the Department of Employment and Social Services. Its principal mandate is to plan and coordinate child development programs so that we can make use of all available resources—public and private—to the end that every child in need of a program have access to a good one.

Unfortunately, the bill before you today is the antithesis of this principle. It would permit profits to take precedence over children; it would take us back to the chaos we are trying to leave behind. It would introduce in Maryland, on a broad scale, a system geared to standards which are well below what our State office of childhood development has established for its own centers, and thus would undermine the high level we have set for our State.

As an indication of the emphasis we are placing on quality, I pointed out that we are budgeted for fiscal 1972 at $2,088 a year per child, which is slightly below the HEW estimate of $2,320 per child for a "desirable" program, but well above the medium or "acceptable" level of $1,862.

Maryland's child care program is often cited as exemplary, Gertrude Hoffman, Program Specialist for Day Care of the Department of Health, Education, and Welfare, last September wrote in a memorandum that "Maryland is far ahead of most States in providing child care under public agency aegis."

We are proud of our rapidly growing program and of the reputation it enjoys. But we are proudest of the fact that we have resisted the temptation to reduce our welfare caseloads at the expense of the children by placing them in "bargain-rate" programs while their mothers work.

We would characterize S. 2003 as an effort to establish a "bargain-rate" system of child care—one which would cost the Federal Government no more than its subsidy to poor families. Other moneys authorized by the bill would have to be repaid with interest out of fees collected from participants.

We think our children deserve a higher priority.

We believe they should have a high quality program, and that such a level cannot be achieved without Federal grants. It would indeed cost some money, but I know of no better investment than in children during these formative preschool years.

Thank you, Mr. Chairman.

The **Chairman.** Thank you for your testimony.

I really don't think you understand how my suggestion would work. For example, you seem to think that the welfare mother would have to put up the money to educate her child. That's just not the way the bill would work. Instead, it is envisioned that the welfare agency would simply pay the cost of the child care—the welfare mother wouldn't have to pay for it.

Mr. **Stubbs.** We are concerned with both that the money will be paid and to whom the money will be paid, the type of services that the children will receive.

Now, in Maryland, we have established high standards, and we operate a great deal of the programs ourselves, and we monitor the programs upon which AFDC and potential, that we would purchase care from other centers, so we are fearing that this bill will simply nullify much of the great work we are trying to do.

The CHAIRMAN. Let me make it clear that the bill I am proposing wouldn't prevent high quality care. In fact, you can set standards as high as you want to in Maryland. But one of the big difficulties that we are having in getting child care is due to such high building code standards and various and sundry other standards that in the end it results in no child care. If you want to have high standards in Maryland, that is all right with me, but we don't propose to force everyone to have standards so high that it results in no child care.

Mr. STUBBS. In Maryland, we hope to meet that balance whereas we are cognizant of the cost, because we understand the high cost and the average cost in our centers today, we are budgeted this year for $2,088, which is below what HEW called desirable but above what they consider acceptable, and we have what we consider a high quality program, but this is only because of people with great experience in childhood development and with a great concern for childhood development, and we are in the process of trying to coordinate both the public and private in order not only for the AFDC children but for children, period.

Senator HANSEN. Is that $2,088?

Mr. STUBBS. Per child per year.

Senator HANSEN. No further questions.

The CHAIRMAN. Thank you very much.

Mr. STUBBS. Thank you very much, Mr. Chairman.

The CHAIRMAN. Next we will call Dr. Reginald Lourie, president of the Joint Commission on Mental Health of Children, Inc., and also in behalf of the American Psychiatric Association.

We are pleased to have you. All right, will you proceed, sir.

STATEMENT OF DR. REGINALD S. LOURIE, PRESIDENT, JOINT COMMISSION ON MENTAL HEALTH OF CHILDREN, INC., AND ALSO IN BEHALF OF THE AMERICAN PSYCHIATRIC ASSOCIATION

Dr. LOURIE. Thank you, Mr. Chairman. I have also been asked to make the statement on behalf of the American Association of Psychiatric Clinics for Children and the American Academy of Child Psychiatary, kind of a four-headed approach.

My appearance before you today is to express my strong support for the principles embodied in the child care provisions of H.R. 1. The moneys for child care provided by the bill will do much to bring us closer to the goal of having child-care services available on a universal basis. Universally available child care is one of the important recommendations of the report of the Joint Commission on Mental Health of Children. I would like to include at this point, the Joint Commission's statement on child care as contained in its report.

(The statement follows:)

A number of psychological studies indicate that people need periods of relief from situations which require heavy emotional and physical investment, and that periodic relief allows them to function more competently. It is hard to imagine any role which requires a heavier emotional and physical investment than that of child-rearing. Because our nation has consistently refused to take this matter seriously, untrained and overburdened parents, their children, and the total nation suffer. More than 4,000,000 preschoolers have mothers who work, and it has been estimated that 38,000 children under the age of six are left without any care

> while their mothers work and twice as many are looked after by a brother or sister only slightly their senior. American women remain almost totally deprived of satisfactory childcare arrangements during their working hours or, for that matter, during times of temporary family crisis.
>
> For these reasons, we recommend that high priority be given to: The establishment of day-care and preschool programs. These programs should be available as a public utility to all children on the following basis: half-day or less, full-day arrangements for the working mother, and round-the-clock short-term or long-term care during periods of family crisis or emergencies.
>
> We are opposed to any mandate which requires mothers of young children to enroll in job training or go to work. We believe these mothers should have free choice as to whether they should work. We believe there is a great danger that forcing poor mothers to work could lead to inexpensive and damaging custodial arrangements, since the primary goal would not be to provide developmental and educational services for children, but to cut welfare costs. Presently, 1,500,000 children under six need day care. We contend that it is imperative that day-care and preschool programs be expertly staffed and programmed—both as parent and as child education centers. This argues against rushing into a nationwide compulsory program which could not be adequately staffed. Therefore, we recomment that: the establishment of preschool programs be based on a widespread distribution of well-planned "startup demonstartions" with plans for expanding the program by helping groups in communities to mobilize their efforts in this direction. Professionals should be assigned to recruit, train, and supervise paraprofessionals and volunteers in every community. The recruitment and training should include mothers and fathers as well as older youth who desire this type of service opportunity for their own growth into career and/or parenthood roles.

That is from the report of the Joint Commission.

Our concern is not solely with the availability of child care programs but of what goes into those programs. We join Dr. Niemeyer and Dr. Smith in their statements. We are asking for services which will help parents enhance during infancy and early childhood, the development of sound relationship capacity, of intelligence, of proficiency in language, or motivation to achieve, and of interest in solving problems. There is no longer any serious doubt that the environmental circumstnces of infancy and early childhood heavily influence the later development of the child. This is particularly true in terms of the many children born with vulnerabilities which can lead to distortions in impulse control, in self concept, and for development of intellectual competence and motivation to achieve.

This calls for a new emphasis on the importance of educational experiences for fostering the total development of children—intellectual, social, physical, and emotional. Educational programs must be provided which impart to the young child the necessary skills and competence.

We know that a large number of American children experience an infancy and early childhood which deprives them of opportunities to develop social and intellectual competence. In addition, we are in a changing world with increasingly complex technology and pace of functioning, new kinds of communications systems, and we need the most flexible possible kind of individuals to be able to function satisfactorily and usefully in that kind of world and we have the indication from our studies that it is the first years of life in which that flexibility can be insured or it can be finessed out of an individual's makeup. Project Headstart was an admirable attempt to improve the school readiness of large numbers of disadvantaged children who were likely to commence formal schooling with cognitive and behavioral deficiencies. The lesson of Headstart itself is that, despite all gains, the efforts were "too little and too late." We ended up, unfortunately, finding there were many dropouts from Headstart who couldn't even make it in Headstart.

It is important to recognize, however, that the original objectives of Headstart call initially for corrective approaches to the child's health and environmental distortions. The Commission endorses this philosophy. Together with provisions to correct hazardous environmental conditions faced by our children, we recommend that high-quality universally available preschool educational and day-care programs be structured on the following objectives:

The creation of continuous, year-round programs, based on our best knowledge of child development.

The integration of educational programs with comprehensive health, mental health, social, and recreational services.

The establishment of programs for the early identification and prevention of physical, emotional, and learning disorders.

Provision for the active involvement of parents, including the determination of effective roles and the necessary training for these roles. I am pleased to see that this bill emphasizes training of mothers for roles in the child-care programs established by the bill.

One of the Commission's central recommendations was for the creation of a network of comprehensive systematic services, programs, and policies which will guarantee to every child the opportunity to develop to his maximum potential. This is one of the recommendations endorsed by the White House Task Force on the Mentally Handicapped, and I should like at this point to include it for the record today.

The CHAIRMAN. Without objection that will be done.*

Dr. LOURIE. Because this totality of care is so important to the developing child, because our studies have proved that diagnosis of and attention to problems at the very earliest age is likely to lead to their successful solution, I would like to urge that the committee stress the integration of the child-care programs established here with the comprehensive health and mental health programs in existence or pending in such legislation as the comprehensive child development bill.

I have certain reservations about the mandatory provisions in the bill requiring that the mother capable of working must work if her child or children are over the age of three. In some instances it is entirely possible that the best interests of the young child, such as the handicapped child, or the vulnerable child, may be served by the mother remaining at home. One of the Joint Commission's central recommendations, the child advocacy system, can provide us with a way to resolve that problem. The child advocacy program, as we picture it, can make us aware not only of who and where all the children are, something we don't know now, but of what they need. If the concept of child advocacy could be linked to the child-care programs established by this bill, we would have a more logical basis to make a determination as to what each child really needs including his mother's availability. If we can determine what our children need, we will be in a much better position to meet those needs. And only if we meet those needs can we say that we are really doing a job of protecting our most valuable resource—our children. Child rearing is the largest "industry" in the country, if we can call it an industry, but it is one of the least efficient. Let us aim toward making it one of the most effective businesses, which this bill would help to make possible. I would like to append to my remarks today the introduction to the report of the Joint Commission on Mental Health of Children. It provides us with a statement of our need to make a commitment to our young, and to make it now.

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*See p. 396

I would like to append to my remarks the introduction to the Joint Commission on Mental Health of Children and also a separate statement by the American Psychiatric Association and the American Association of Psychiatric Services for Children which I respectfully request be included in the record.

The CHAIRMAN. All right.

Dr. LOURIE. Briefly as to 2003. There is still unclear—necessary in the minds of many of the professionals—about how it will relate to the entrepreneural approaches which now exists in this country and how they will tie in with the public day care, public-sponsored day-care programs and how the quality component, monitoring, can be accomplished, and this is an area where the associations which I speak for today would be glad to collaborate in thinking through the healthiest logical approaches that will allow an entrepreneural system to be part of the child-care concept in this country.

The CHAIRMAN. Thank you very much. We will include these materials in connection with your statement so that they will all be in the record. We appreciate your appearance here today.

(Attachments to Dr. Lourie's prepared statement follow:)

[From "Digest of Crisis in Child Mental Health: Challenge for the 1970's", A Summary of the Final Report of the Joint Commission on Mental Health of Children, Fall 1969]

II. COMMUNITY SERVICES AND PROGRAMS OF A SUPPORTIVE, PREVENTIVE, AND REMEDIAL NATURE

The Commission recommends the creation of a network of comprehensive, systematic services, programs and policies which will guarantee to every American, from conception through age 24, the opportunity to develop to his maximum potential. These should be linked to the Child Development Councils recommended above.

Among the components of highest priority are:

A. *Systematic and comprehensive health and mental health and supportive services*

(1) Family planing and birth control services, including genetic counseling.

(2) Systematic prenatal care.

(3) Comprehensive pediatric and supportive services for children under the age of three.

(4) Physical and mental health services for children beyond age three, to be coordinated with the educational system.

(5) Remedial mental health services which are dispensed according to the child's level of functioning rather than on the basis of diagnostic labels.

(6) Increased development of community based facilities which will keep children as closely as possible within their normal, routine settings.

(7) For those who must be institutionalized, highly personalized and individualized treatment, habilitation and rehabilitation services should be made available.

A broad range of remedial services are needed: information-referral services; comprehensive developmental and psycho-educational assessment; treatment for the child and his family when indicated; special education programs (including pre-school home training programs, regular and therapeutic nursery schools, regular and special classes within public schools, and special schools); rehabilitation programs and facilities; residential care; transitional services; relief services for families of severely ill children; intensive-care units in general hospitals; acute and intensive diagnostic treatment services on an inpatient basis; special therapeutic recreational or work programs; special foster homes and small group living arrangements; and Re–ED type schools to work with disturbed children.

To insure the foregoing, the Commission recommends that the Federal Government:

Enact a system of national health insurance, national health service, or some other system to guarantee equal access to services; and

Establish the facilities and services required to meet the physical and mental health needs of American children and their families.

B. Employment, Assistance and Environmental Programs

Because of the many adverse effects which poverty has on child mental health and development, the Commission recommends:

(1) *Guaranteed employment for all who are able and willing to work.* (The Commission is opposed, however, to any mandate which would require mothers of young children to go to work.) Special attention should be given to providing training and employment for persons with physical, mental, and social handicaps, especially youth.

Legislation should be enacted which will provide all employed persons a *minimum wage level* and humane working conditions. We urge coordination of manpower and training programs; expansion of programs in the human service field; and creation of industry in underdeveloped and disadvantaged areas.

(2) The Commission recommends revision of all present income maintenance programs to insure a *guaranteed minimum income* for all Americans:

(a) *Public assistance* should be granted as a right, based on the sole criterion of need, and national minimum standards should be established for such assistance.

(b) *Unemployment compensation* should be made uniform in coverage and duration among the states by Federal law; benefits should be more realistic in terms of the worker's earnings and include provisions for dependents.

(c) *Social Security* should be increased and made consistent with current living costs. Congress should give attention to ultimately administering the AFDC program together with the OASDI.

(d) *Children's Allowances* should be established in law to provide an adequate universal system of providing greater assistance to our Nation's children.

(3) Because hunger and malnutrition have so many adverse effects on physical and psychological growth, the Commission believes it is imperative to eradicate such unnecessary hazards to the development of our Nation's children. Providing families with an adequate income is obviously the best solution; however, under present arrangements, we have addressed ourselves to *Federal Food Programs.* We recommend:

(a) That *Federal expenditures for food programs* be increased, that the distribution of food not be dependent upon local or state option, that the system be free of stigma, and based only on the criterion of need.

(b) That *food and nutrition programs for school children* be universally available, and that *nutritional supplements* be administered through Federal medical programs, especially for pregnant women and infants.

(c) That *consumer education* be made more effective through expansion of services, greater use of indigenous personnel, more effective techniques of nutrition education in schools, and increased expenditures for research in nutrition education programs.

(4) Because the physical and mental health of millions of our children are threatened by poor and/or segregated *housing*, the Commission recommends:

(a) Universal open housing laws.

(b) Elimination of the ghetto and the creation of wholesome communities which do not segregate by any criteria, through sound housing, urban and community development programs.

(c) Converting the millions now spent in public monies for housing welfare recipients in slum dwellings into positive programs of home ownership and rehabilitation of dwellings.

(d) Giving priority to human needs in planning housing programs.

(e) Greater Federal expenditures to communities for self-help and community development programs.

C. Social services:

Because of the deficiencies in our service system, the Commission recommends that Congress, or the President's Advisory Council on Children, establish a body which would undertake, directly or indirectly, the assessment of problems such as manpower; availability of services; new approaches to services and alternative strategies for attaining service goals; formulation of experimental approaches to delivering high quality child-centered services; as well as systems of data gathering.

We believe these functions would best be carried out by a permanent study group which is relatively small but substantially funded, combined with a series of temporary programs which the group would bring into being to focus on particular problems.

Turning to more immediate solutions to the deficiencies in our child services, we stress the need for coordination of welfare services and policies at all levels of government and between public programs and voluntary agencies. In addition, these services should be integrated with other components of the suggested comprehensive network of services and programs. We recommend that the services listed below be available to all American children and families as a social utility through coordinated service systems.

(1) *Programs for the pre-school child* including day care and pre-school programs.

(2) *Adoption and Foster Care,* (including institutional care) should be improved through:

(a) Strengthening existing service agencies and providing financial assistance for underdeveloped parts of the child welfare system.

(b) Expanding foster care and adoption services. Professionals should make every effort to identify early those children who cannot return to their families and be prepared to provide long-term familial or peer-group care. Substitute family programs should take kinship and friendship patterns into account and all payments to foster parents should be increased.

(c) Services for children born out of wedlock should be extended to a larger proportion of low-income mothers; be comprehensive in nature; provide long-term supports to encourage natural mothers to care for their children if they desire; and include early identification of children to be placed and assistance to mothers seeking placement.

(d) Mental health services need to be increased for all populations served by Child Welfare Agencies.

(e) Major needs in institutional care provided by social agencies are for small group residences and half-way houses. Because of the shortage of foster homes, the Commission recommends that there be further experimentation in the group care of infants and young children.

(3) Other social services which need to be extended to all communities are:

(a) Vocational rehabilitation services;

(b) Probation services which insure for the court care and treatment services where indicated;

(c) Legal services;

(d) Family, marital and pre-marital counseling;

(e) Homemaker services; and

(f) Protective services for children who are neglected or abused.

D. Education:

Because our society has delegated to its schools and colleges a major responsibility in preparing its young people to participate in society, we must be continually aware of the problems facing educators. As education becomes more and more a necessity in our technological society, we must view with alarm any deficiencies which prevent our young from acquiring the skills to become productive citizens. We recommend:

(1) The creation of high quality, universally available pre-school educational and day care programs which are continuous, year-round, and based on sound knowledge of child development. These programs should be integrated with comprehensive health, mental health, social, and recreational services. Such programs should reach the child in his home as well as outside his own habitat.

Parent and Child Centers as well as Project Head Start should be expanded in accordance with their original objectives. As noted above, these pre-school programs should include special schools and programs for the emotionally disturbed and mentally ill chidren.

(2) *Mental Health and the School Environment.* The school has a much greater responsibility for the mental health of children in the middle years of childhood than can be met by special services. To be effective, there must be continuity between the underlying principles of the total educational milieu and the focus of specialized services. In short, there should be a consistent mental health base for everything the child experiences in his school life. Achievement of this goal would lead to less proliferation of specialized services and be a step forward on the preventive level. For the school to be a mentally healthy environment, there must be change in the concept of how this institution shall serve society through the children it educates. We recommend:

(a) Federal grants for programs undertaking responsibility for mental health goals as an integral part of the educative process and selection of schools for involvement in grants, or designation as models under the Education Professions Development Act, on the basis of such guidelines and criteria as the *following:*

Educational goals focused on developmental processes of childhood;

Instructional methods and technology which advance intellectual power and positive emotional growth;

Learning activities which allow active and independent pursuit by the child, encompass and integrate thinking and feeling, and allow for direct expression of feelings;

Organization of learning tasks to make maximum use of the peer group; flexible and rational authority structure;

Policies which allow the teacher to hold the pivotal position in the educative process,

(b) The Commission further recommends that the U.S. Office of Education establish contracts with diversified school systems in cooperation with university centers to develop pilot programs specializing in such areas as:

Development of diversified curricula in the elementary school that are both responsive to the needs of impoverished children and oriented toward developmental sex differences;

Construction of a plan for continuous evaluation of teaching innovations, including the effects and implications for the role of teacher and teacher-child relationships;

Development of a strategy for recruiting men teachers;

Development of patterns of flexible and differentiated use of instructional personnel;

Planning administratively for an "open school" design;

Development of the school as a broad gauge community center involving parents in the formulation of the school's long-range plans; and

The development of in-service training programs for teachers with focus on child development knowledge, use of mental health consultation, and preparation for understanding and tolerating a wide range of behavior in the classroom.

(3) *Expanding Opportunities for Higher Education.* The educational system must prepare *all* youth more effectively for their occupational and citizenship roles. A comprehensive program needs to be established from the elementary to the post-secondary school levels to provide financial assistance, information, and counseling programs and enrichment courses to prepare children for work, participation in a democracy, further training, and the flexibility to assimilate new ideas. We recommend:

(a) That free public education be provided at least two years beyond high school;

(b) That public-supported junior colleges be expanded to train youth in both technological and human services employment fields; and

(c) That the Higher Education Act of 1965 be amended to provide funds to assist colleges and universities to develop programs in student development.

(4) *Special Education.* Although all states have recognized the right of each child to an education, this right has not been extended to all the severely retarded, seriously disturbed, and those with severe neurological impairments. In addition to the special classes and schools recommended above, the Commission urges expansion in teacher training for the handicapped and disturbed. We also recommend that the U.S. Office of Education, Bureau of the Handicapped:

(a) Undertake a national survey to assess the quality and outcome of current programs and determine needed changes;

(b) Establish demonstration districts to develop models of service; and

(c) Collect and disseminate information related to a broad spectrum of educational services designed for the handicapped.

(5) *Crisis Conditions.* The disruption, disorder and violence in schools across the Nation calls for the development of new and appropriate strategies by the community and the school. To help meet these crises conditions, the Commission recommends:

(a) That the U.S. Office of Education establish three regional centers to provide assistance to schools upon request. These centers would have the responsibility to:

Train personnel and consultants for crises situations;

Develop institutes, conferences, and training programs for educational administrators to develop understanding which will prevent and manage disruption; and

Disseminate instructional materials to schools and communities so they can develop techniques to deal effectively with these crises.

(6) *School-Community Relations.* Federal funding should be provided for model programs to demonstrate the effect of school-initiated projects in bringing about closer school-community relations.

(7) *The Education of Minority Group Children.* Special attention should be given to the development of a curriculum relevant to the group's culture, language and projected employment opportunities in minority communities. All school systems should include more about cultural diversity with the goal of promoting understanding and eradicating prejudice. The Commission also recommends:

That schools for minority group children should be reviewed and revitalized. Consideration should be given to the physical setting, age of entry into school, length of the school day, study space for children after school, etc.

Boarding schools for Indian children should be eliminated and quality education in local schools substituted as soon as possible. Existing boarding schools should be upgraded to meet the psychological requirements of students.

Ways should be found to increase motivation for achievement, such as career-mobiles, travel grants, domestic cultural exchange programs, experimentation with material rewards, etc.

Incentives, such as increased pay, Civil Service and tenure systems, and flexible administrative practices, should be instituted to attract well-qualified teachers to teach in schools serving oppressed minority groups.

E. Work: leisure, and preparation for adult roles.

With the changing times, we have provided our children and youth less opportunities to interact with adults, younger children, and those from different social and cultural backgrounds. Similarly, they have fewer opportunities to learn adult roles or to be meaningfully involved in institutions which affect their lives. Many new programs need to be created to provide citizenship training as well as opportunities for personal development, vocational readiness, job training, and academic improvement. We recommend increased Federal support for:

(1) *Leisure activities*, such as year-round camping programs, teen centers, well-equipped and supervised playgrounds, and community and neighborhood recreational programs. Youth should be involved in the planning and operating of these activities. Older youth should be utilized to work with younger children.

(2) *Participatory Activities* should involve young people in helping others, reaching into their communities, reforming their schools, and serving in a variety of ways. We recommend:

(a) Involving children, from very young ages, in learning about and participating in adult roles, such as decision making according to democratic principles.

(b) Involving adolescents and youth in social problems such as projects to eradicate slums, programs for disadvantaged and handicapped youngsters, projects to achieve racial harmony, etc.

(c) Involving youth in specific teaching projects, such as tutoring young children, emotionally disturbed children, youngsters with learing problems, etc.

(3) *Vocational Readiness Programs* should begin in the elementary school to familiarize the child with the concept of work and help him develop rational habits of thought. At the high school level, occupational preparation should be realistic. Those outside college preparatory course work should acquire a saleable skill suited to their individual needs and interests. We recommend:

(a) Increasing the scope and variety of combined work-school programs;

(b) Increased vocational counseling from junior high on;

(c) Staggering high school graduation over the year to facilitate the absorption of youth into the labor force;

(d) Publically supported post-secondary education courses for youth interested in vocational education; and

(e) Increased training programs which teach youth how to look for a job, pass tests, etc.

(4) *Vocational Education* should be based on the ability to succeed in a field of work rather than on academic grades, as stated in the 1963 Vocational Education Act. In addition, we recommend:

(a) That the "general" curriculum should be eliminated and vocational courses integrated with basic skills and academic courses. Attention should be given to devising ways to raise the prestige of the vocational education curriculum;

(b) That regulations be revised so students would not have to choose vocational curriculum in the 9th grade and be unable to change curriculum thereafter;

(c) That Federal action should be taken to end the segregation in vocational educational facilities; and

(d) That exchange programs should be initiated which would bring adult workers into the schools and youth to their places of work. Emphasis should be on the need to devise summer work programs for youth.

(5) *Youth Work-Training Programs* should be expanded and include built-in opportunities for advancement. The Federal Government should aid communities to develop their own manpower system; provide incentives to industry to establish work-training programs and incentives to unions to expand apprenticeship programs and drop present exclusionary policies which bar youth from obtaining bonding. Further, police records should be based on convictions, not arrests, and potential employers should be barred from viewing juvenile arrest records.

(6) *Vocational Readiness for the Handicapped, Retarded, Delinquent, and Severely Disturbed* is provided for in legislation (Vocational Education Act of 1963) supporting programs in residential schools. We urge that Congress appropriate funds for such programs, which it has failed to do, to date. We also recommend that the Federal Government provide incentives for developing programs that will involve community employers in all facilities which serve the various types of handicapped youth. We urge professionals involved in the care and rehabilitation of these children to become more employment oriented and include this in their treatment programs. After-care services should be part of the spectrum of services and include supportive counseling after job-placement.

(7) *Youth Employment* shows a definite relationship to feelings of competence and self worth; conversely, the lack of employment is associated with feelings of rejection, inadequacy, hopelessness, and dependency. Areas of widespread youth unemployment are usually areas of high delinquency rates and poverty. We recommend:

(a) Federal funding for expanded training and employment opportunities for youth, particularly in the human services; and

(b) Amendment of the Fair Labor Standards Act to establish a minimum wage rate for teenagers and covered employment at 75 percent of the standard minimum wage for adult workers.

ATTACHMENT NO. 2

INTRODUCTION

We proclaim that we are a Nation devoted to its young. We believe that we have made great strides toward recognizing the needs of children and youth. We have enacted child labor laws, established a public education system, created treatment services for our disturbed and handicapped, and devised imaginative programs such as Head Start for our disadvantaged young. Yet, we find ourselves dismayed by the violence, frustration, and discontent among our youth and by the sheer number of emotionally, mentally, physically and socially handicapped youngsters in our midst. It is shocking to know that thousands of children are still excluded from our schools, that millions in need go untreated, and that many still suffer from hunger and malnutrition. We recognize in these ills some of the sources and symptoms of poverty and racism in which all of us, as a Nation, take part. Poverty, in this the richest of world powers, is still our heritage. Racism, in a country dedicated to its peoples' inalienable rights, speaks as clearly of "man's inhumanity to man" as did slavery.

In spite of our best intentions, our programs are insufficient; they are piecemeal, fragmented and do not serve all those in need. Unwittingly, we have failed to comment our vast resources to promote the healthy development of our young. We have yet to devise a strategy which will maximize the development of our human resources. Congress gave national recognition to this need in issuing a mandate to establish the Joint Commission on Mental Health of Children. In fulfillment of its task, the Commission declares:

This Nation, the richest of all world powers, has no unified national commitment to its children and youth. The claim that we are a child centered society, that we look to our young as tomorrow's leaders, is a myth. Our words are made meaningless by our actions—by our lack of national, community, and personal investment in maintaining the healthy development of our young, by the minuscule amount of economic resources spent in developing our young, by our tendency to rely on a proliferation of simple, one-factor, short-term and inexpensive remedies and services. As a tragic consequence, we have in our midst millions of ill-fed, ill-housed, ill-educated and discontented youngsters and almost ten million under age 25 who are in need of help from mental health workers. Some means must be devised to delegate clear responsibility and authority to insure the well-being of our young.

This Nation, which looks to the family to nurture its young, gives no real help with child-rearing until a child is badly disturbed or disruptive to the community. The discontent, apathy, and violence today are a warning that society has not assumed its responsibility to insure an environment which will provide optimum care for its children. The family cannot be allowed to withstand alone the enormous pressures of an increasingly technological world. Within the community some mechanism must be created which will assume the responsibility for insuring the necessary supports for the child and family.

This Nation, which prides itself on democratic values and equal opportunity, still imposes on its young the psychological repercussions of poverty and racism. No one is effectively empowered to intercede.

This Nation, richly endowed with the knowledge to develop its youthful resources has yet to fill the gap between knowledge and action. We know, for example, that preventive measures are most essential and effective if taken in the earliest years of life; that during this period there are critical stages of development which, if neglected or mishandled, may result in irreversible damage. Yet, our services are nowhere more deficient than in the area of prenatal and infant care.

This Nation, highly sophisticated and knowlegdeable about mental health and child development, continues its planning and programming largely around the concept of treating, rather than preventing, mental illness. But no agency has the task and responsibility for assuring that treatment is, in fact, received by those who need it.

This Nation. despite its emphasis on treatment, has yet to develop adequate mental health services and facilities for all children and youth, regardless of race and economic circumstances. Many receive no attention. The number of young, particularly adolescents, who are committed to mental institutions continues to rise markedly. Yet, we have not provided the resources and manpower to assist those who are devoted to caring for these children. As a result, any possible benefits of confinement are lost in the tragic waste of the back ward. Even less effort is made to develop coordinated community services so these children can be kept as closely as possible within their normal, routine setting.

The Commission strongly urges better treatment for the mentally ill, the handicapped, the retarded, the delinquent, and the emotionally disturbed. We join forces with those who propose a broader but more meaningful concept of mental health, one which is based on the developmental view with prevention and optimum mental health as the major goal. We contend that the mentally healthy life is one in which self-direction and satisfying interdependent relationships prevail, one in which there is meaning, purpose, and opportunty. We believe that lives which are uprooted, thwarted, and denied the growth of their inherent capacities are mentally unhealthy, as are those determined by rigidity, conformity, deprivation, impulsivity, and hostility. Unfulfilled lives cost us twice—once in the loss of human resources, in the apathetic, unhappy, frustrated, and violent souls in our midst, and again in the loss of productivity to our society, and the economic costs of dependency. We believe that, if we are to optimize the mental health of our young and if we are to develop our human resources every infant must be granted:

The right to be wanted

Yet, millions of unwanted children continue to be born—often with tragic consequences—largely because their parents have not had access to or knowledge of the benefits of birth control information and devices.

The right to be born healthy

Yet, approximately one million children will be born this year to women who get no medical aid during their pregnancy or no adequate obstetrical care for delivery; thus many will be born with brain damage from disorders of pregnancy. For some, protein and vitamin supplements might have prevented such tragedy.

The right to live in a healthy environment

Yet, thousands of children and youth become physically handicapped or acquire chronic damage to their health from preventable accidents and diseases, largely because of impoverished environments. Even greater numbers living in poverty will become psychologically handicapped and damaged, unable to compete in school or on a job or to fulfill their inherent capabilities—they will become dependents of, rather than contributors to, our society.

The right to satisfaction of basic needs

Yet, approximately one-fourth of our children face the probability of malnutrition, inadequate housing, untreated physical and mental disorders, educational handicaps, and indoctrination into a life of marginal work and opportunity.

The right to continuous loving care

Yet, millions of our young never aquire the necessary motivation or intellectual and emotional skills required to cope effectively in our society because they do not receive consistent emotionally satisfying care. Society does little to help parents. There are few programs which provide good day care, which aid in developing more adequate child-rearing techniques, or which assist in times of temoprary family crisis or where children are neglected or abused.

The right to acquire the intellectual and emotional skills necessary to achieve individual aspirations and to cope effectively in our society

Yet, each year almost a million of our youth drop out of school and enter the adult world with inadequate skills and with diminished chances of becoming productive citizens; countless others are denied the opportunities to develop to their fullest potential through effective vocational training, meaningful work experience, or higher education. For all of our children and youth the transition to adulthood is made difficult. We fail to provide avenues for learning adult roles, for acquiring skills, or some approved means by which youths' voice can influence a world in which they too must live.

We know that when these rights are granted, development will proceed favorably for most infants. Few children, however, encounter continuously those ideal circumstances that maximize their hereditary potential for health, competence, and humanity. At conception, at birth, and throughout development, there are vast variations and inequalities in the life chances of our young. Undoubtedly, to become functioning and productive citizens, we believe they must be granted:

The right to receive care and treatment through facilities which are appropriate to their needs and which keep them as closely as possible within their normal social setting

Yet, several millions of our children and youth—the emotionally disturbed, the mentally ill, the mentally retarded, the handicapped, and the delinquent—are not receiving such care. The reasons are innumerable. Many go untreated because the services are fragmented, or nonexistent, or because they discriminate by cost, class or color. Others are diagnosed and labeled without regard to their level of functioning. They are removed from their homes, schools, and communities and confined to hospital wards with psychotic adults or to depersonalized institutions which deliver little more than custodial care.

Going back as far as the first White House Conference on Children in 1909 we have repeatedly, and with considerable eloquence, announced our intentions to develop a strong, imaginative program to care for emotionally disturbed children. For example, the 1930 White House Conference on Child Health and Protection, composed of several thousand citizens and government officials, proclaimed that:

> "The emotionally disturbed child has a right to grow up in a world which does not set him apart, which looks at him not with scorn or pitty or ridicule—but which welcomes him exactly as it welcomes every child, which offers him identical privileges and identical responsibilities."

The 1930 White House Conference estimated that there were, at that time, at least two and one-half million children with well-marked behavioral difficulties, including the more serious mental and nervous disorders.

In the four decades since the issuance of that report, the care of the emotionally disturbed child in this country has not improved—it has worsened considerably. During the three years of its deliberations and fact-finding efforts the Commission has gathered together an impressive body of descriptive material on the plight of the emotionally disturbed child in America today.

Using the most conservative estimate from various school surveys, the National Institute of Mental Health estimates that 1,400,000 children under 18 needed psychiatric care in 1966.

Are they getting this treatment? Surveys of various psychiatric facilities, undertaken by the National Institute of Mental Health, show that nearly a million of those children needing psychiatric care in 1966 did not receive treatment. These estimates indicate that we are providing care to only one-third of our children who are in serious need of attention. An additional seven to ten percent or more are estimated, by school surveys, to need some help for emotional problems.

What happens to these emotionally sick children for whom there are no services in the community? Each year, increasing numbers of them are expelled from the community and confined in large state hospitals so understaffed that they have few, if any, professionals trained in child psychiatry and related disciplines. It is not unusual in this year 1969 to tour one of these massive warehouses for the mentally ill and come upon a child, aged nine or ten, confined on a ward with 80 or 90 sick adults. Our present data indicate that slightly over 27,000 children under 18 were under care in state and county mental institutions in 1966. On the basis of a trend which has been developing over the past few years, the National Institute of Mental Health estimates that by 1970 the number of children aged 10–14 hospitalized in these institutions will have doubled.

The National Institute of Mental Health also reports that thousands upon thousands of elderly patients now confined on the back wards of these state institutions were first admitted as children 30, 40, and even 50 years ago. A recent report from one state estimates that one in every four children admitted to its mental hospitals "can anticipate being permanently hospitalized for the next 50 years of their lives."

What happens if the disturbed child is fortunate enough to escape the state institution treadmill There are a few private, residential treatment centers which care for about 8,000 children a year. Since the average cost to the parents of such hospitalization ranges from $30 to $50 a day, it is obvious that only those of our citizens who are in the higher income brackets can take advantage of such services. Even among those rarified income brackets the situation is far from satisfactory; for every child admitted to one of these private facilities, 10 or more are turned away because of lack of space. In 8 of our states, there are no such facilities, either public or private. In many of our states, there are no public units to care for children from low and middle income groups.

What happens to all our children who receive no help for emotional problems? Here the statistics become much less precise, since a vast majority of these children are literally lost. They are bounced around from training schools to reformatories to jails and whipped through all kinds of understaffed welfare agencies. No one is their keeper. No agency in the community is equipped to evaluate either the correctness of their placement or the outcome of such placement.

If they are sent to a training school, as recent testimony before a Senate Committee revealed, they generally receive poorer treatment than caged animals or adult convicts. Appearing in 1969 before a Senate Committee, Joseph R. Rowan, an expert on delinquency who is now director of the John Howard Association of Illinois, characterized these institutions for juveniles as "crime hatcheries where children are tutored in crime if they are not assaulted by other inmates or the guards first." Another witness, Arlen Specter, the District Attorney of Philadelphia, told the same committee that these so-called correctional institutions for juveniles take a 13 year old and in 12 years, turn out "a finely honed weapon against society."

Commenting on the failure of juvenile courts and juvenile correctional facilities to even begin to meet the manifest needs of emotionally disturbed and sociopathic children, Judge David Bazelon, a member of the Commission, noted in a recent talk that although this nation is aware of the problem, it does not support funds to treat and care for these children *because it has really given up on them.*

We must ask ourselves whether we can continue to deny our children their inalienable rights. Can we continue to gamble with our Nation's future by allowing children to grow up in environments which we know are psychologically damaging—and compound this by lack of adequate care and treatment?

We have the knowledge and the riches to remedy many of the conditions which affect our young, yet we lack a genuine commitment to do so. We blind ourselves to the fact that we create most of the social problems of our young which we so deplore—infants who fail to thrive, seriously disturbed children in mental institutions, adolescent drug addiction, acts of violence and destruction by youth.

Our lack of commitment is a national tragedy. We know already that it is more fruitful to prevent damage to our young than to attempt to patch and heal the wounds. We know that much of the damage could be avoided in the first three years of life. We know that the basis for mental development and competence is largely established by the age of six. Yet we do not act on this knowledge. Studies indicate that most children, regardless of class or race, whether in the ghetto or in suburbia, do not receive the needed support and assistance from our society. But, it is the damaged, the vulnerable, and the poor who are given the least from our health, welfare, and educational services. Those who are the most helpless are the most neglected.

This Commission proposed a shift in strategy for human development in this nation—one which will deploy our resources in the service of optimizing human development. We emphasize the critical need to concentrate our resources on the new generation and eliminate problems which later exact so high and tragic a price.

In the allocation of these resources, it is the consensus of most of the Commission's task force and committees that equal priority should be given to the following:

> Comprehensive services which will insure the maintenance of health and mental health of children and youth.
>
> A broad range of remedial mental health services for the seriously disturbed, juvenile delinquents, mentally retarded, and otherwise handicapped children and their families.
>
> The development of an advocacy system at every level of government to insure the effective implementation of these desired goals.

The services we propose should cover the entire range of childhood, from systematic maternal and infant care to the transition of the adolescent and college age youth into effective young adulthood.

It should be emphasized that fostering the development of human beings in this country is a means to an end—a means to stem the increasing numbers of people who have no meaningful role in society. Their services in health, education, welfare, and other human and community services are desperately needed and currently unused.

Commitment, genuine commitment, to our children and youth is, necessarily, the beginning. We must look honestly at the scope of the problem and begin *now* to follow our words by action. We must develop advocacy functions at all levels of government and society, functions which will insure that the needs of children and their families are being met. This commitment to advocacy means commitment to change. It means that we—as parents, educators, professionals and legislators—must participate and collaborate in change in national, state and local levels. We must reorder our priorities so that the developmental needs of children rank first in importance. The commitment requires finding effective ways to link our fiscal resources, services and manpower so that every infant will be guaranteed the continuous care and the opportunities required for his optimal development. The creation of an advocacy system means that we, at last, will act to insure the rights of our living and unborn young. For in our children lie our future and our hope for the fulfillment of our national goals. We must not—cannot afford to do less.

ATTACHMENT NO. 3

Also speaking for the American Psychiatric Association and the American Association of Psychiatric Services for Children, I would like to emphasize the need to recognize and treat the large numbers of children who suffer from emotional and mental illness. It is imperative that the educative process in recognizing these illnesses begin in the home and in the school. In all too many cases, mental and emotional illness in children is not recognized at an early stage when treatment is most effective.

More than half a million children in our nation have emotional problems—school phobias, somatic symptoms, learning disabilities, and anti-social behavior—and only five percent receive treatment. Problems such as these are all too often unrecognized in their proper context as emotional and mental problems until the disability manifests itself in more severe forms. It is imperative that we be more alert to the recognition of sometimes more subtle manifestations of childhood emotional problems such as these.

Approximately 20 percent of the patients seen in the nation's community mental health centers are under 18 years of age. A February, 1971, study on child mental health by NIMH reported that during 1969, more than 20 percent of all persons admitted to reporting centers for direct treatment were under 18 years of age. And several census studies of metropolitan regions show that a high percentage of the total population is under 18. This group has a high incidence of suicide, drug abuse, and other anti-social behavior in early and middle adolescence. This makes it essential to provide trained and qualified personel in all service areas.

Although one is forced to admire the efforts to utilize a wide range of paraprofessional personnel, it is evident that we need to expand significantly the number of highly qualified child psychiatrists who would supervise these new types of personnel. We need to have a significant increase in funds for research in normal personality growth and development and in childhood mental illnesses. Less than half of the 104 medical schools have child psychiatry teachers on their faculties; if the new focus on family medicine is to be successful, future medical students need to be able to identify high risk child patients early and to treat them effectively.

It is quite evident, especially in these days of social turmoil, that our nation's youth is undergoing a period of unusual internal and external stress. Although the majority of them will be able to survive and adapt to this rapidly changing world, the casualty list continues to mount. We must, therefore, be able to mobilize adequate resources to evaluate and guide them in their hour of need.

In projecting the kinds of needs that must be met in a total network and continuum of services, we would have them structured around the following **headings:**[1]

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[1] Excerpt from the A.P.A. "Position Statement on *Crisis in Child Mental Health: Challenge for the 1970's*, the Final Report of the Joint Commission on Mental Health of Children."

1. Services to normal children and normal families concerned with developmental and situational tasks. These services are both preventive and actual and include such community resources as pre- and post-natal health services, well-baby clinics, day nurseries, preschool programs, family and children's agencies, public health nursing, and other public health services.
2. Services to normal children with problems in growth and development, which would not require specialized psychiatric help but could be handled by such community resources as the family physician or pediatrician, school health clinics, recreational services, vocational services, and the community resources offered within many church-related activities.
3. Services to families in trouble.
4. Services to children who demonstrate a need for early intervention for minor emotional disturbances of an order that can be handled by psychologically and educationally aware agencies and educational programs and remedial services.
5. Services to emotionally disturbed children who need specialized psychiatric treatment but who are still able to reside in their own families and their own communities. Such services would include special educational programs in the schools, pediatric-psychiatric outpatient services, community mental health clinics, therapeutic nursery schools, group casework and group psychotherapy, and therapy for parents and families.
6. Services for emotionally disturbed children who need placement away from their families either because of their own degree of emotional illness or because of disrupted family structure, but children who are still able to function within their own communities. Such services would entail foster care, boarding families, adoptive homes, group homes, and community youth centers.
7. Services to children with severe emotional illness requiring hospitalization in residential treatment centers, or inpatient psychiatric centers, or children's psychiatric hospitals for treatment and rehabilitation to facilitate their early return to family and community. Such services may be provided in a general hospital, in a community mental health center, or a specialized psychiatric hospital for children followed by aftercare and rehabilitation. Child psychiatric hospital care must be upgraded to ensure adequate staffing and treatment programs, the provision of proper schooling and vocational rehabilitation, as well as concomitant casework with the parents and often with the entire family.

The CHAIRMAN. The next witness will be Mr. Gerald J. Austin, assistant director, Day-Care Facilities Development Service.

STATEMENT OF GERALD J. AUSTIN, DAY-CARE FACILITIES DEVELOPMENT SERVICE

Mr. AUSTIN. Mr. Chairman, with your permission I have been sitting here for 2 days listening to the testimony of witnesses and a lot of things that have been said are included in my written testimony. There are a couple of things I would like to say although they may not appear in my written testimony.

Senator BENNETT. Mr. Chairman, this may come into the testimony but is Day-Care Facilities Service a profit or nonprofit organization?

Mr. AUSTIN. I will identify exactly who I am.

The CHAIRMAN. We will print your entire statement in the record. If you like, you may highlight your written statement, without necessarily repeating what other witnesses have said.

Mr. AUSTIN. Thank you.

The CHAIRMAN. We are looking for information.

Mr. AUSTIN. Thank you very much. The Day-Care Facilities Development Service is a nonprofit agency funded by the Cleveland Foundation for a period of 3 years for the express purpose of aiding groups and individuals interested in developing day-care facilities. We provide free consultation services to profit and nonprofit groups interested in starting day-care centers in the Greater Cleveland area. We do charge a fee to those agencies and groups outside of the Cleveland area that request our services. We have a two-man operation. We are part of the Day Nursery Association of Cleveland—in existence for over 84 years operating day-care centers and cited by the recent White House Conference as one of the 10 exceptional programs in the United States.

I come to you as someone who has a background at the grassroots community level. After graduating from college, I served on an Indian reservation in Montana in VISTA. From there, I became a caseworker for the New York City Department of Welfare; from there a member of the National Teacher Corps in the inner city of Cleveland; and 1 year at D.C. General Hospital in a special program for emotionally disturbed inner-city adolescents. I would like to share with you some of my thoughts regarding S. 2003, concerning the lack of involvement of recipients of the services that you wish to provide.

One of the things that has bothered me throughout my previous work experiences is that I am tired of seeing children who are hungry. We have never had a war on hunger.

What I would advocate is just as a tornado or a hurricane may hit the gulf coast and extensive damage may be incurred by the States of Louisiana, Alabama, and Mississippi, the President will declare a national disaster area in those States and send in millions of dollars for assistance. It seems to me, we could declare hunger a national disaster and expend some funds in making sure that no child in this country goes hungry.

A couple of years after the initiation of the "war on poverty," we realized that the poor were not involved in planning the programs that were going on in their own communities. Then, an active posture was taken to allow poor people to plan, be involved, and be employed in their own programs.

Recently, we have seen that the Bureau of Indian Affairs, after many years, have finally decided, "why don't we have Indians working for us?" I hate to see these same mistakes made in the area of child care. I hate for you to pass this bill and 2 or 3 years from now say; why didn't it work?" Maybe one of the reasons was that of the three Directors of the Federal Child Care Corporation, none of them represented a consumer group; and of the 30 members on the National Advisory Board, only one person comes from a tenant consumer group organization. We should have more consumers telling us what they need, my agency has been in existence for a year and a half and I can proudly say that in the Greater Cleveland area we have been responsible for helping to start three day care centers. It doesn't seem like a lot, but we have also been responsible for discouraging over 100 individuals from starting day care centers.

They didn't know where they wanted to start the center; they wanted us to tell them where they could make money on day care. The only way you make money on day care is to provide a quality service and serve people able to pay for the service; you make a profit because your staff is not as qualified as it should be and requires smaller salaries. In the Cleveland community, we work with every community group imaginable—from Appalachia to black agencies, Puerto Ricans, and American Indians. Instead of looking around to the State and the city for moneys (which are not available in the State of Ohio). The only money the city of Cleveland spends for day care is salary of the licensing nurse who goes out to inspect the facilities community groups got together. They found funds someplace else. They have found within their community volunteers for their day care centers. It is not the highest quality, it is not the best child care that we would want but it is a start. Only when these community groups get started and we work with them will we get to a point where we will have excellent child development centers around the country.

That basically is what I would like to say and I would be glad to answer any questions.

The CHAIRMAN. Thank you very much, sir.

Senator BENNETT. No questions.

(Day Care Facilities Development Service prepared statement follows:)

PREPARED STATEMENT OF GERALD J. AUSTIN, DAY CARE FACILITIES DEVELOPMENT SERVICE

SUMMARY OF PRINCIPAL POINTS

I. GENERAL COMMENTS

A. Women's Bureau Survey.

1. Large number of AFDC recipients prefer to work.

a. Partial survey results indicate 70% of welfare recipients prefer employment, assuming the availability of satisfactory free day care services.

B. *Welfare In Review* July-August 1970.

1. "How Employable Are AFDC Women?"

a. Out of 12 barriers to employment, poor availability of day care ranked second to young children at home as the leading barrier to employment.

II. COMMENTS ON S-2003

A. Subsidies for Low Income Families.

1. Advocate 100% subsidy be available for all families with earnings of $6900 or less.

2. Partial subsidy for families earning above $6900.

B. Federal Child Care Corporation.

1. Corporation mechanism places authority and funds in a public agency with no public accountability.

2. No local community based participation.

3. Board of Directors.

a. One of the 3 members should be a consumer representative.

4. A priority for contracts should be given to tenant organized or parent sponsored groups.

5. Separate funds should be earmarked for programs involving bilingual, migrant, handicapped or Indian groups.

6. Language of bill should advocate comprehensive child development programs.

7. Funding for construction should include home care facilities.

a. *Day Care Plus.*

1. Home/Center Concept (additional written material included).

8. Revolving Fund.

a. First priority for loans should be given to community based parent sponsored groups.

b. Interest rate should reflect only the amount necessary for the administration of the fund.

9. National Advisory Council.

a. One-third of members should be representatives of consumer groups.
10. Standards.
a. Uniform standards for indoor and outdoor space as well as toilets.

III. CONCLUSIONS

Importance of community participation and responsibility in operating child care facilities. Primary consideration for all aspects of the bill should be given to community based parent sponsored groups. Secondary consideration be given to profit making groups.

DAY CARE PLUS—RAYMOND L. BOROM, DIRECTOR, DAY CARE FACILITIES DEVELOPMENT SERVICE

As a fashionable topic of conversation, Day Care/Child Development is "in". There appears to be little question as to its relevancy, but there are many questions concerning the best method(s) by which quality day care might be delivered to a large variety of consumers.

Although several states have enacted legislation expressly designed to increase day care/child development programs and facilities, the majority continues to remain entangled in a myriad of legislative profferings related to day care.

Licensing or Certification? Having made this decision, should the State Department of Public Welfare or the State Department of Education bear the primary responsibility, or should the responsibility be shared as the result of program and funding accountability?

To what degree should contemplated and pending federal legislation be relied upon to provide tangible solutions or approaches? F.A.P. and presentations by Senators Javits, Long, Mondale, et. al., constitute a growing list of potential and, often questionable, life-giving injections for day care/child development. In this case, apparently, the most that one can do is to optimistically await future developments and lend support where possible.

Even though a plethora of federal, state, local and private day care/child development programs—or combinations of the same—exist, assurance of the stability and future growth of such programs is uncertain. Rigidity of existing standards, fluctuation as to objectives and the degree and method employed in underwriting positive programs may be cited as contributing factors.

Most assuredly, there is a need to begin to devise viable and duplicative solutions relative to the provision of quality day care/child development for the children of this nation. Again, such solutions should be readily transferable to many programs and geographic areas.

Among existing programs, fragmentation is apparent. The placement of federally subsidized homes should be of vital concern to child development interest groups in structuring for the future. Generally, housing programs deal primarily with the provision of housing even though rudimentary attempts may be made to give limited assistance in budget counseling to tenants. Few efforts are undertaken to determine the placement of federally subsidized homes so as to be of greatest advantage to the purchaser. All too often this matter is left in the hands of a profit-motivated land developer who has little regard for the future consequences of his actions.

A distinction should be made between randomly placed or scattered site housing produced by the private developer and projects sponsored by Public Housing Authorities in which day care centers are provided. Public Housing Authorities throughout the country are capable of constructing day care facilities on public housing sites or in related community centers with need and management by an approved operator as the primary criteria. However, little attention has been focused upon the possibilities for coordinated efforts and inputs among agencies and forthcoming programs.

Many subsidized training programs that could be utilized successfully have followed a similar pattern. Even with the assumption of administrative responsibility by existing institutions, fewer discernible or positive results have emerged than originally envisioned. The inability of current programs to effectuate tangible and continuing degrees of programmatic progression is only indicative of a general failure to grasp the concept of continuity coupled with discernible results. Again, the particular concept becomes extremely unwieldy if the program concept is limited to training only and, hopefully, job placement. For child development interest groups to have a significant impact upon such programs, it is essential that a broader perspective of an increasingly aggressive nature be created.

In addition to the general provision of loans for small businessmen, the Small Business Administration makes Economic Opportunity Loans (EOL) available for low income or disadvantaged persons desirous of undertaking business ventures. For community organizations interested in contributing to the economic betterment of the community, the S.B.A. will assist in the formation of a Local Development Corporation (LDC). In essence, with an involvement of twenty-five or more community persons in the form of a non-profit corporation and a basic ten percent investment it is possible to acquire as much as $350,000 in funding.

There is also another available borrowing source for the establishment of day care/child development operations. Minority Enterprises Small Business Investment Companies (MESBIC) are sponsored by business groups and licensed by S.B.A. The purpose of such companies is to assist new minority enterprises financially, and to assist with technical and managerial guidance.

The financial portion involves seed capital put up by a MESBIC. Every $1 of MESBIC capital can, when added to program funds available from the S.B.A. and bank loans guaranteed by that agency, provide up to $15 in capital assistance to minority-owned businesses.

Few inquiries have been directed to such companies by those interested in the development of child care facilities. Companies such as General Motors and Prudential Insurance are active MESBIC participants. The U.S. Department of Commerce has a complete listing of additional business-industry sponsored companies available.

The above represent only a smattering of the many programs that are closely related to the provision of quality day care which, in the final analysis, should prove to be meaningful enough to improve the overall quality of the recipients' lives to the greatest degree possible. Based upon increased cooperation/coordination, programs involving the "Total Family Concept" and other related theories shall then be in their finest hour.

Business and industry should be considered as an integral component of any "game plan" involving the newly designed models of aggression. Extended coordination/cooperation should not be restricted to multi-level governmental programs and private contributors such as foundations, etc. All too often, business and industry have been the chief benefactors from expenditures of the federal dollar.

When approached, relative to involvement in some aspect of child development, the response has generally been recorded as: lack of funds, knowledge, administrative staff, specific need or available statistics. Perhaps the piecemeal, patchquilt approach should be terminated. In its place, a broad-scale, multi-facted approach employing suitably designed models of aggression could be substituted.

There are, of course, no immediate panaceas. However, the effort must be undertaken and, perhaps, on a somewhat larger scale than considered heretofore. As such, future attempts to assure the provision of "quality" day care/child development will undoubtedly give consideration to and include workable and necessary components from many existing federal, state and community programs. Stated in the simplest possible terms, the socio-economic complexities besetting our society are also reflected in the area of day care/child development. Therefore, it would appear reasonable to suggest that day care/child development, which has too often served as an adjunct to other programs, begin to assume a somewhat more dominate role: that of leadership in the selective utilization of existing programs.

Has day care/child development become but another fragmented section or program within our society? Should the scope of all such programs be broadened to encompass additional socio-economic factors involving a cross-section of programs wherever such inclusion is pertinent?

Inversely speaking, the questions might better be set forth as: What limitations are applicable to day care/child development in its present form, and what is the overall effect upon the recipient? How pervasive or far-reaching is this effect?

The Day Care Home/Center Project constitutes a minute, but tangible, attempt to present a partial solution for one of the problem areas in which increased quality child care could be of obvious benefit. Hopefully, the prototype will prove to be both viable and capable of duplication on scale. Simultaneously, there is provision for a wider degree of socio-economic uplift that is dependent upon the cooperation/coordination of a number of existing agencies or organizations operating on several levels.

Overall, the project would address the total needs of the young child while working in conjunction with the parents and leadership of the community. Emphasis would be placed upon a strengthening of the community-parent-child relationship. Implementation of the project with broad *community support*; particularly of the type that actively seeks to catalyze development and change, should bring about sufficient opportunity to produce significant economic and social advancement.

The success of the project would be dependent, again, upon "the utilization and coordination of services among agencies and organizations functioning on the federal, state and local levels; regardless of private or public status".

Basically, the project would produce the following results:

Provide continuing quality child care on a neighborhood basis.

Reduce facility start-up and training cost for personnel.

Provide opportunity/motivation/continuing employment for low income, disadvantaged and underemployed persons.

Impart additional skills in the areas of supervision and business management/ownership.

Provide a "natural" model for fostering improved child-care in the neighborhood.

Assure, to the greatest degree possible, the success of the home/center through assistance with home purchase, location, child placement, contractual fee payments, etc.

As stated above, the day car home/center would be almost totally dependent upon cooperation among existing agencies. There is no single agency capable, at present, of rendering all of the needed services to produce even one quality day care home/center. Whereas funds may be forthcoming from one or two sources, basic educational training and supervision may come from another, the housing facility and training from others, etc.

Hence, the contention that a realistic degree of achievement can be accomplished by viewing present and future progress from a socio-economic standpoint with increased cooperation/coordination of services among existing agencies cannot be lightly cast aside. And, once again, this statement may be most applicable to those who develop or operate programs having to do with day care/child development.

Aside from the seemingly inherent difficulties involved in the structuring of agency/organization participation on such a cooperative level, what are some of the advantages which might accrue to a community such as Cleveland through the development of even one minute project which is capable of generating a greater degree of cooperativeness.

The most obvious advantage would be the need or, perhaps, the felt necessity, to accelerate the exchange and compilation of readily accessible information that would be designed by intent to provide maximum benefit to service consumers. No one project could stimulate mass participation but, undoubtedly, innovative by-products and increased participation would occur as a result of any initial successes.

Given a multiplicity of viable and innovative inputs, the need for a comprehensive community body could emerge that would be representative of agencies and organizations desirous of achieving the highest possible utilization of the combined community child care services.

Proposal analysis and recommendation, funding needs and allocations, knowledge of existing and new guidelines, communication with agencies at all levels; the development of training and programs are but a sampling of the areas in which a representative community child development service or board could function.

The Day Care Home/Center Project is, in essence, an initial effort to achieve greater unity, whether it be among a limited number of agencies or in the form of a comprehensive service with a functioning board. A similar, but broader, application of effort could occur should the various agency services be coordinated in support of training, career development or administrative programs. In looking beyond the community, one must scrutinize the positions of both the state and federal programs having a direct relation to the existence, present and future, of area day care programs.

With the recent change in administration of the State Department of Public Welfare, an encouraging level of communication has been established with the various communities-at-large that was lacking heretofore. A primary topic of discussion during the past few months has dealt with the potential capability, or the past failure, of each community to organize existing childrens' services to best provide for a type of comprehensive unification/coordination of programs.

The underlying assumption, derived from conversations with the newly appointed State Welfare Director, gave every indication that communities capable of such large-scale coordination would occupy a strategic position should additional federal and state funding become available.

Additional conversations with the State Welfare Director have indicated that the communities current effort to develop a Community Coordinated Child Care (4–C) program is quite similar to the concept envisioned on the state level. Such comments apear to lend additional encouragement to the local effort.

The 4–C concept, although unfunded, was originated through the joint efforts of two federal departments, H.E.W. and O.E.O.

Federal agency programs having to do with funding and guidelines pertaining to childrens' services would be closely related to the State Department of Public Welfare in its role as a regulatory agency. Considering the interdependency/interaction of the two major participants from the standpoint of guidelines, funding and future programming; it would appear to be advantageous to the community to develop that organizational form which proves to be most viable in enhancing or upgrading the overall quality and delivery of childrens' services.

Just as the consolidation of several existing federal departments and a score of agencies into fewer departments is being planned to lessen frustration for the service consumer-taxpayer, a coordinated community childrens' service would expedite delivery of services to the consumer while assuring greater uniformity and quality of service.

Perhaps, however, the overall problem is not nearly as acute as the numerous and vocal supporters of day care/child development would have others believe. Perhaps it is only when both the *needs* and the *problems* of the day care/child development interests have become acute enough to justify action will large-scale fusion result.

At that time the impetus of such a movement will, hopefully, involve the following measures:

The formation of progress-oriented day care/child development services or boards on all possible levels (federal, state, local).

The development of concurrent, comprehensive study-action planning contingents of an on-going nature.

A profound determination on the part of all participants that the maximum usage of *all* existing programs *will* occur and viable socio-economic programs *shall* be brought into being.

The will/endurance to rise above the current day care/child development entanglement and to collectively overcome the existing obstacles despite the formidable nature of the many challenges.

The CHAIRMAN. The next witness would be Dr. Richard H. Hinze, senior vice president, Living and Learning Schools; accompanied by George A. Naddaff, president of the Living and Learning Centers. We welcome you, Dr. Hinze.

STATEMENT OF DR. RICHARD H. HINZE, SENIOR VICE PRESIDENT, LIVING AND LEARNING SCHOOLS; ACCOMPANIED BY GEORGE A. NADDAFF, PRESIDENT, LIVING AND LEARNING CENTERS, INC.

Dr. HINZE. Senator Long and members of the Senate Committee on Finance, we wish to thank you for this opportunity to appear before you today. We also would like to say very briefly but sincerely that we commend the committee for its earnest interest in the welfare of the children of the United States.

I have two associates with me. On my right is Mrs. Grace Mitchell, who is executive vice president of the Living and Learning Schools.

Mrs. Mitchell, with her 38 years of work in child development and child care in the New England areas, has become a noted and outstanding authority in that section of the United States.

On my left is Mr. Naddaff, president of our corporation.

In the interest of time, I am assuming, as you have said, this testimony as printed will appear in the record.

The **CHAIRMAN**. Yes, sir.

Dr. **HINZE**. I would like to summarize, and I believe the quickest way I can summarize the critical points are to read from the heart of my testimony.

The **CHAIRMAN**. Thank you.

Dr. **HINZE**. I can say it more quickly that way than if I try to summarize it.

Senator **BENNETT**. Will you identify the page?

Dr. **HINZE**. Yes, sir; I am going to start on the bottom of page 2, just touching literally there, and then on the bottom of page 3 reading.

We support the four aims of child care legislation, which you present in your remarks as you introduced S. 2003 to the Senate on June 4, 1971. We, too, favor income tax adjustments for working mothers and fathers who, because they are employed, must place their children in child care facilities. We believe that your bill is a step in the right direction on this matter. We commend you for establishing standards for child care. We earnestly support the concept of high standards and insist that they should be equally enforced. It is important to note that you have included research, training, advisory councils, relationships with other Government agencies, and a substantial auditing and program evaluation requirement. We are intrigued with the idea of the Federal Child Care Corporation as an efficient means to deliver child care services. We are a corporation, admittedly—not national at this point in our development, but, as such, we believe in the concept of the corporate structure as a means of delivering high quality child care services.

Since 1964, for a variety of reasons, I have had the unusual opportunity of visiting, working, consulting, conducting training, or observing in hundreds of child-care facilities around the continental United States. Where day-care facilities are operated with public funds, or where special programs are provided (Headstart being the most notable example), an alarming thing is happening. The economically disadvantaged children are being isolated in what amounts to socioeconomically segregated child-care programs. Now, as a person in the field of child care, I can assure you that I do not offend my colleagues when I say that despite all of our planning and efforts, a great deal of what children learn, they learn from each other. It worries me deeply that any child-care legislation might not support the socioeconomic mixture of children so that they will learn how to get along and live with people from all walks of life.

I believe it is critically important that special attention be paid to those aspects of S. 2003 which deal with support for the children of the poor, and the children of welfare recipients, so that we may help them mix with other children and, perhaps, begin the first vital steps toward fighting their way out of the poverty syndrome, and to help them become aware that they are important, dignified individuals regardless of what their current economic status may be. Hopefully, the success story of poverty programs for young children will be that as they grow up and assume adult responsibilities in American society, they will not need to place their children in poverty programs. I believe that we further this aim by mixing the children who are in child care and providing each individual child the opportunity to become a confident, self-respecting person who can participate in American life as a responsible, happy, contributing citizen.

Another major concern of mine and my associates, is that whatever child-care delivery service evolves from congressional legislation, heavy emphasis will be placed on high quality and efficiency. Somehow, I fear that some of my colleagues in the child-care field have come up with the notion that expensive programs are good programs; or, conversely, that good programs are expensive. Perhaps a more polite way to put it is that some people seem to believe that if children are surrounded with great quantities of highly trained and specialized personnel, who also happen to be very costly, a good program will be the natural result. This idea is based mainly on people's opinions. To the best of my knowledge, experimental research on appropriate staffing patterns has proved insufficient to substantiate these opinions. Dr. Susan W. Gray, at Peabody College during the sixties, quite clearly demonstrated that with certain types of disadvantaged children—given a staffing pattern of one trained adult to five children for a couple of intensive hours a day—the measurable intelligence of these particular children could be raised significantly.

I have never once heard Dr. Gray advocate such a program for all children, or such a pattern of staffing for these children all day long. The primary point is that any child care delivery system should reward efficiency—which in no way implies lack of quality. We are pleased to note that section 2003(a), "Duties of the Corporation," begins by saying, "It shall be the duty and function of the corporation to meet, to the maximum extent economically feasible, the needs of the Nation for child care services." I assume that this implies the pursuit of a wide variety of program styles and does not take us in the direction of the same program everywhere for every child. Second, "the maximum extent economically feasible" says to me that the authors of the bill, Mr. Chairman, are truly interested in making every dollar spent on child care a well-spent dollar. It would seem, therefore, that keen recognition will be given to those programs which provide the highest quality for the lowest cost.

We are pleased to see that the bill calls for the corporation to work with agencies, institutions, or persons who cannot only meet the standards of performance, but who can do so in an economically feasible manner. We think it is important that section 2005(a), which takes up the matter of physical structure and location of childcare facilities, states that the corporation may use new and especially designed child care facilities, and I quote from context: "* * * as well as existing buildings which are appropriate for such purpose * * *." I assume this means the corporation will not unwisely duplicate facilities when appropriate ones already exist and are available for use.

We cannot, as people in the child care field, be anything but pleased to see that under "General Powers of the Corporation"—item 10, section 2007(a)—the corporation will have the power, and again I quote from context: "to provide child care services for the public directly or by agreement or lease with any person, agency, or organization * * *." I assume that this places the responsibility directly on the directors and management of the Corporation to provide child care by whatever means is most efficient in any given area of the Nation, so long as it is economically feasible. This should place a high premium or reward, if I may use that language, on programs which offer the most for children at the lowest possible cost. Mr. Chairman and members of the Committee on Finance, that is our prime concern. We are proud to support your efforts in this regard.

Mr. Naddaff would like to say a few words.

Mr. **Naddaff**. I ask Dr. Hinze to prepare and present testimony because he is a professional in the field of child development and education.

I commend the committee for your open approach. I feel that somebody has to listen, somebody of importance must hear about the good that is being done.

While it is true that perhaps many profit centers are inadequate, it is also true that many nonprofit centers are also inadequate. The fact that a center is nonprofit doesn't make it adequate, while it certainly seems to be more expensive, based on testimony heard here.

How does anyone know that the additional cost of nonprofit day care really is going toward better quality for the child?

Private enterprise can and is providing good quality day care. Living and learning schools has 11 operating centers in the Greater Boston area and we invite anyone interested enough to visit and observe what and how it is being done. I feel that the combination of both business and professional educators is necessary to provide the good quality day care. It is a combination of both. And I think that there is a tremendous need to be filled here. I don't think any one particular group is going to take care of that. It is really a combination of both private, nonprivate, as well as any other groups that are involved right now.

The **Chairman**. As you know, there are a great number of people who are in the day care business today. You can see this in the sort of ads I read in the morning newspaper where some people advertise that their homes are available to care for someone's child while the mother is working, or if someone needs to have a babysitter or someone look after their child while they are working. So the free enterprise area of day care includes many individual persons who provide care in their own private home.

I assume if we move, as we appear to be moving, toward providing a great deal of Federal money for day care, we are going to put a lot of people out of the day care business who are in it right now on a free enterprise basis, but those who are doing a good job I don't think should be displaced. If they are doing a good job, I think they ought to participate and be encouraged to expand their operation. We will see how good a job they can do.

I hope before we finally conclude our consideration of child care that we will take time out to at least send someone, if we can't come ourselves, to see how good a job is being done by your group and by others so we can have some comparison to go by. I am not too impressed by somebody saying he is a nonprofit organization when I find he is in control of it and he is paying himself a great big salary. What is the difference between that and being profitmaking? In the last analysis, what we ought to be looking to is who is providing the Government with the best service for the funds available.

Senator Bennett. I think it might be interesting, Mr. Chairman, if the gentleman would provide for the record a schedule of their fees for the services that he provides.

Dr. Hinze. We would be glad to do that, Senator.

The Chairman. Thank you very much for your testimony.

(Dr. Hinze's prepared statement follows:)

PREPARED STATEMENT OF DR. RICHARD H. HINZE, LIVING AND LEARNING CENTRES, INC.

Honorable Chairman Long and distinguished members of the United States Senate Committee on Finance:

We, of Living and Learning Centres, Inc., wish to commend you for holding these open hearings on child care in the United States. We believe that good care of young children is an extremely important topic among American families today.

I have here with me, three of my associates at Living and Learning Centres, Inc. of Waltham, Massachusetts: Mr. Arthur D. Altman, Chairman of our Board of Directors; Mr. George A. Nadaff, President; and, Mrs. Grace L. Mitchell, Executive Vice President and Director of Children's Programs. Mrs. Mitchell has thirty-eight years of experience working with young children, designing and administering nursery school, kindergarten, summer camp and day care programs. She is a recognized authority on child care in the New England area.

I am Dr. Richard H. Hinze, Senior Vice President for Research and Development. My commitment is full time to the Living and Learning Schools in the Greater Boston area. My doctorate is earned in Childhood Education at Stanford University of Palo Alto, California, and is dated 1957. My background and experience include forty-three months Naval Intelligence and Naval Pilot, U.S.N.R. during World War II, followed by twenty years of experience as a school teacher, administrator, college professor, and department or division chairman in early childhood education at Peabody College in Nashville, Tennessee; and, at Bank Street College of Education in New York City. During three of those years, I was Director of Training for the Demonstration and Research Center for Early Education (DARCEE) at Peabody College; and, in that capacity, I put together and operated the Head Start Teacher Training Center for the six southeastern states.

The past two and one-half years I have spent with private enterprise providing nursery school, kindergarten, and day care programs to the general public. I have been a continuing consultant to OEO—project Head Start; I am currently a general consultant for Project Follow Through—a joint OEO/OE program. I am an active member of the Committee on Staffing and Program Standards of the National Task Force on Day Care Licensing, which is funded by the Office of Child Development of HEW. Also, I had the privilege of consulting with the Fundacion Bolivariana, FIPAN, and the Ministry of Education of Venezuela, in Caracas and Ciudad, Guyana during June of this year. I am currently negotiating a possible long-term contract with the Venezuelan Ministry of Education to help them develop and expand their program of day care for young children throughout their magnificent and interesting country.

I have a few remarks to make about our interest in child care legislation in general, and particularly S-2003, after which we stand ready to answer, to the best of our ability, any questions you may have.

Mr. Chairman, we support the four aims of child care legislation which you presented in your remarks as you introduced S-2003 to the Senate on June 4, 1971. We, too, favor income tax adjustments for working mothers and fathers who, because they are employed, must place their children in child care facilities. We believe that your Bill is a step in the right direction on this matter. We commend you for establishing standards for child care. We earnestly support the concept of high standards and insist that they should be equally enforced. It is important to note that you have included research, training, advisory councils, relationships with other government agencies, and a substantial auditing and program evaluation requirement. We are intrigued with the idea of the Federal Child Care Corporation as an efficient means to deliver child care services. We are a corporation, admittedly—not national at this point in our development, but, as such, we believe in the concept of the corporate structure as a means of delivering high quality child care services.

I would, at this point, like to develop two areas of general concern, which we hope will be overcome, if S-2003 should pass. The first area has to do with the continued support of child care services which tend to isolate or separate the children of poor families or welfare families. The second area has to do with the most efficient use of government dollars, or anyone's dollars for that matter, to provide child care services.

Since 1964, for a variety of reasons, I have had the unusual opportunity of visiting, working, consulting, conducting training, or observing in hundreds of child care facilities around the continental United States. Where day care facilities are operated with public funds, or where special programs are provided (Headstart being the most notable example) an alarming thing is happening. The economically disadvantaged children are being isolated in what amounts to socio-economically segregated child care programs. Now as a person in the field of child care, I can assure you that I do not offend my colleagues when I say that despite all of our planning and efforts, a great deal of what children learn, they learn from each other. It worries me deeply that any child care legislation might not support the socio-economic mixture of children so that they will learn how to get along and live with people from all walks of life. I believe it is critically important that special attention be paid to those aspects of S-2003 which deal with support for the children of the poor, and the children of welfare recipients so that we may help them mix with other children and, perhaps begin the first vital steps toward fighting their way out of the poverty syndrome, and to help them become aware that they are important, dignified individuals regardless of what their current economic status may be. Hopefully, the success story of poverty programs for young children will be that as they grow up and assume adult responsibilities in American society, they will not need to place their children in poverty programs. I believe that we further this aim by mixing the children who are in child care and providing each individual child the opportunity to become a confident, self-respecting person who can participate in American life as a responsible, happy, contributing citizen.

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We are pleased to see that the Bill calls for the corporation to work with agencies, institutions, or persons who cannot only meet the standards of performance, but who can do so in an economically feasible manner. We think it is important that Section 2005(a), which takes up the matter of physical structure and location of child care facilities, states that the corporation may use new and especially-designed child care facilities, and I quote from context, ". . . as well as existing buildings which are appropriate for such purpose . . ." I assume this means the corporation will not unwisely duplicate facilities when appropriate ones already exist and are available for use.

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Mr. Chairman, before closing, I would like to mention a few details in the Bill which concern us, to make them a matter of record. We wonder if it might not be worthwhile to, in Section 2002(a), have at least one member of the Board of Directors specified to be a recognized authority in the field of child development or child care.

Section 2004(c), item (1–A) specifies a particular year the Life Safety Code was adopted and I understand, from my work on the National Task Force for Day Care Licensing, that a new set of standards are being developed which may be more appropriate and up-to-date than the 1967 Code. Perhaps the wording could imply "the most recent code" rather than the 1967 Code.

As a matter of economic efficiency, I wonder if the wording of Section 2012(b) actually may force the corporation to open offices in major urban areas before it is ready to do so, causing undue expenditure of funds ahead of normal expansion.

A fourth minor concern has to do with Section 2018(a), item (2), which requires the Secretaries of HEW and Labor to be members of the National Advisory Council on Child Care. It seems to me that some Secretaries may be vitally interested in this Council and others may not. If a secretary could be authorized to choose to send a representative with powers to act in his behalf, perhaps the purposes of the Council could be met more efficiently.

Mr. Chairman and members of the Committee on Finance, I wish to thank you for myself and my associates for making room on your calendar to hear this testimony. We are proud to identify with positive child care legislation. We also want economically feasible efficiency in the delivery of child care services, just as you do; and, we hope that any such legislation will not continue to support the isolation of children who come from poverty or welfare circumstances.

My associates and I wish to invite you to visit any one, or all, of our eleven Living and Learning Schools in the Greater Boston area.

The CHAIRMAN. Next we will call Mr. Fred Fischer in behalf of the National Federation of Settlements and Neighborhood Centers and United Neighborhood Houses.

STATEMENT OF FRED C. FISCHER, ON BEHALF OF THE NATIONAL FEDERATION OF SETTLEMENTS, UNITED NEIGHBORHOOD HOUSES, AND THE DAY-CARE COUNCIL, INC., ACCOMPANIED BY MRS. CAROL R. LUBIN, CONSULTANT ON CHILD DEVELOPMENT OF UNITED NEIGHBORHOOD HOUSES OF NEW YORK CITY

Mr. FISCHER. Mr. Chairman, members of the committee, I might also say I am testifying for the Day-Care Council of New York City as well.

My relevant personal experience is as senior vice president for personnel and labor relations of Macy's, New York; as an active member of the board of a settlement, Hudson Guild, which has operated day-care programs for many years; and as a member of the task force on Child Development of United Neighborhood Houses. In each of these capacities, I have been involved in many of the problems with which your proposed child-care legislation is concerned. What I propose to do is touch on seven of the most important parts of the testimony. I do not think you will be able to pick me up until about the second page because it is complicated on the first two pages.

I am accompanied by Mrs. Carol Lubin who is a consultant on child development.

First, we wish to state here our strong support for most of the child-care provisions of S. 2007, as approved by the Senate on September 9. We also, as we will indicate shortly, believe that a number of the provisions for administration that are contained in S. 2007 should be substituted for the provisions in either S. 2003 or the Ribicoff amendments to H.S. 1.

While we are not wholly satisfied with the composition and methods of election that were incorporated in the bill as adopted, we feel there has been substantial improvement, both through the limitation on size and the addition of some members other than parents in the "project policy committees," which replace the local policy councils proposed in the S. 1512 bill. We do not, however, believe that all parent members for either child development councils or local policy committees should be initially selected from Headstart parents.

We don't believe all people should come from Headstart programs. I believe that is what the bill said initially.

Senator Nelson. Which bill is that, 2003?

Mr. Fischer. 2007.

Senator Nelson. Well, 2007 does not provide that all come from Headstart. It provides half.

Mr. Fischer. Half.

Senator Nelson. Half from parents of the children.

Mr. Fischer. That would be much more to our liking.

Senator Nelson. Or about half.

Mr. Fischer. That would be much more.

Senator Nelson. That is the way it passed the Senate.

Mr. Fischer. Good.

Second, we offer our complete support for the provisions contained in S. 2003 that would increase the limitation on the income tax deduction for child-care expenses from $600 to $1,000 for one child and from $900 to $1,500 for two or more children. There seems to us no reason why, in practice, it should not be possible to deduct as a business expense the full cost of child care. The whole concept of greater subsidization of child-care costs for children in low income families not receiving welfare, recognizes not only the need but also the right of the working parent.

We also support proposals in the Ribicoff amendment, increasing the amount of income a family may have and still be eligible for the child-care tax deductions from $6,000 to $12,000.

Third, we also strongly support the proposal to increase from 75 percent to 100 percent the Federal share of child-care expenses for welfare recipients participating in work and training programs. We know of the difficulties facing States and, in particular, local communities in meeting the current 25 percent matching costs.

With respect to the whole question of subsidization of child-care expenses for low-income families not on welfare, we welcome the approach in all three of the current bills, since they recognize the ultimate total need for child-care services, but we prefer the provisions in this respect of Senator Ribicoff's Amendment No. 318 to H.R. 1. His additional provision that up to 25 percent of the enrollment in any child-care program be permitted for children of parents other than those who qualify for services under title IV or "OFF" (Opportunity for families program and family assistance plan), goes a long way toward meeting the real needs of children. Enabling children from middle-income families to enter the program will widen the benefits of good child care and will facilitate in many areas social-economic integration within the community.

Fourth, with respect to the setting of standards to govern child-care services and child-care facilities, we wish to state strongly our belief that detailed provisions of the type included in S. 2003 should not be included in legislation and urge that the provisions included in the Ribicoff amendment should be substituted for those in S. 2003. We thoroughly approve of the concept that the standards should be no less strong than those of the Federal interagency day-care requirements.

We welcome the inclusion of these minimum requirements, as well as the provisions for annual evaluation based on inspection.

We also support the provisions appearing in both S. 2003 and the Ribicoff amendment concerning physical structure and location. We especially welcome the additional provision in the Ribicoff amendment requiring that the site of any facility "is safe, and conducive to child development, welfare, and happiness." We believe that careful interpretation of this provision can prevent even temporary use of some facilities that are inappropriate from the point of view of the children—even if convenient from the point of view of parents.

We are very concerned over the complementary provision with respect to "exclusiveness of Federal standards." We do not believe that it should be possible to waive licensing of health, fire, safety, sanitary, or other State requirements (or political subdivisions thereof), when these provisions are stricter than those of the Federal standards.

Fifth, we strongly support the concept of community and parent participation in the planning, establishment, and operation of child-care programs. As we noted above, we prefer the concept of community and local participation developed through the child development councils and the project policy committees, as set forth in S. 2007, but we continue to question the reliance placed on Headstart parents. We hope that ways can be found immediately to draw upon the experience and expertise of parents such as those now serving on the parent day-care boards throughout New York City.

Sixth, we clearly welcome and support the opportunity provided in both S. 2003 and the Ribicoff amendment for new funds that will be available both for construction and child-care services. The need for a revolving fund, as proposed in both bills, has become particularly clear in recent years as the costs of building have risen.

However, we believe that the concept of using parents' fees for day care as an intrinsic part of the financing of the Federal Child Care Corporation is not sound.

Senator **Nelson**. Did I understand you to say that low fees should be charged to parents regardless of income level?

Mr. **Fischer**. I say there should be fees, but we don't think the concept of using parents' fees for financing of the Federal Child Care Corporation is proper because we are afraid that in case you come across certain circumstances where there isn't enough money the fees the parents will be asked to pay will be higher than they can afford; they lose the services.

Senator **Nelson**. At what level do you think parents ought to pay a fee?

Mr. **Fischer**. I think there should be a sliding scale of fee.

Senator **Nelson**. What would you set as the level at which parents should start paying something?

Mr. **Fischer**. I am not sure I can answer that, Senator.

Senator **Nelson**. In 2007 it would be $6,980.

Mr. **Fischer**. Yes, sir.

Senator **Nelson**. Do you have any opinion as to where you think it should be?

Mr. **Fischer**. No, I think we would support that.

With respect to fees in general, we prefer the Ribicoff proposal to that of S. 2003. The provision that the fee for any particular type of child-care services shall be uniform, as appears in S. 2003, does not recognize the variety of need and the willingness of those families who can afford higher fees to pay such fees. We, therefore, strongly propose that the provision in the Ribicoff amendment will be included, which indicates that there shall be a "reasonable fee" and that the fee so charged "shall be scaled according to income and family size for all children receiving such types of services in such facility."

We also support the concept of a special capital fund for child-care purposes and, in particular, its use for acquisition, planning, construction, remodeling, renovation, or initial equipping of facilities for child-care services or sites for such facilities, as appears in S. 2003. But in any case, we welcome the additional funds—whether by appropriation, or by loan or by use of revenue bond authority that will enable increased child services to become available. We know there is never enough money to do everything but we are anxious to get as much as we can.

Seventh, we now wish to raise a substantial question concerning the structure and powers of the Federal Child-Care Corporation itself. It is unclear to us how the Corporation would work with the Office of Child Development or with the child-care structure and procedures proposed under S. 2007. There seems either to be duplication or undercutting of the role of the Secretary of HEW, which has developed substantial experience in this whole field. We are curious about this.

The concept of an independent Corporation of this type raises questions with respect to the administrative relationship of child care to other services and appears to separate child care from family services in general. We recognize that there is provision for cooperation with existing agencies responsible for other areas of activity, and that there is provision for taking account of comprehensive planning for child care. The separation of the close and desirable relationship between the needs of the child and the needs of the family may be endangered. We raise a warning flag.

If a Federal Child-Care Corporation is to be established, we prefer the composition as indicated in the Ribicoff amendment which increases the Board of five members of which two shall be "representative of nonprofit, local community participation interests. In passing, we are rather curious to know how the local community representatives would be selected for service on a national board?

However, we feel that this provision itself needs clarification. Does this mean that these members should be representative of the consumers of child-care services or the providers of child-care services? And how would the local community representatives be selected for service on the national Board?

With respect to the specific functions of the Board and of the Corporation itself, we also wish to raise a number of questions. As we understand the text, the Corporation may directly operate child-care programs. This would seem to go far beyond the concept of providing funds and setting standards for child-care services and would seem to come in direct conflict, both with the concept of local control and of operation either by consumers or by nonprofit organizations, voluntary agencies, and other bodies traditionally undertaking these services. It is clear that some demonstration centers and research activities might well be carried out directly by the Corporation—but here, too, we raise the question as to why they should not be carried out by HEW or local agencies.

Moreover, the concept that the Corporation shall be self-evaluative seems to us, both dangerous and potentially subject to a conflict of interest. We suggest that such evaluation should be undertaken by an outside agency. We do not believe that any program can either be operated or monitored exclusively by an independent corporation whose basic structure is far removed from the local scene.

Finally, we must strongly welcome the wide range of services and the concept of universal opportunities for children embodied in all of the bills before you. We only hope that they will be realistically supported by sufficiently large appropriations to implement the goals you advocate.

And, lastly, we would be glad to work with the staff in any way to try to workout proposals that would be most effective for the children.

The Chairman. Thank you very much, sir, for your interesting statement. I think you made a fine contribution.

(Mr. Fischer's prepared statement follows:)

Prepared Statement of Fred C. Fischer, United Neighborhood Houses of N.Y., Inc.

My name is Fred C. Fischer.

I am speaking on behalf of several organizations: The National Federation of Settlements and Neighborhood Centers, which represents 447 centers in 90 cities and 29 states, sponsoring a vast number of child care centers, some of which have been in operation as many as 80 years; United Neighborhood Houses of New York City, which is federation of 35 New York City settlements and neighborhood centers sponsoring early childhood programs serving close to 5,000 children; and the Day Care Council of New York City, which represents group and family day care programs covering approximately 18,000 children.

My relevant personal experience is as senior vice president for personnel and labor relations of Macy's, New York; as an active member of the Board of a Settlement, Hudson Guild, which has operated Day Care programs for many years; and as a member of the Task Force on Child Development of United Neighborhood Houses. In each of these capacities, I have been involved in many of the problems with which your proposed child care legislation is concerned.

We are happy to have this opportunity to testify on the child care provisions of the various bills that you are considering. We warmly welcome the underlying concepts of these provisions and the goal of providing good comprehensive child care, ultimately for all children, with immediate priority for those in greatest economic or social need. We do, however, have some questions which we wish to raise, particularly with respect to the administrative implications of some of the provisions and, therefore, we shall point out some of the advantages in one or another of the bills and some of the difficulties that we foresee.

First, we wish to state here our strong support for most of the child care provisions of S. 2007, as approved by the Senate on September 9th. We would like to recall that representatives of our agencies submitted testimony to the joint hearings of the Sub-Committee on Children and Youth and the Sub-Committee on Employment, Manpower and Poverty in May and indicated our general support for the bill then known as the Mondale Bill (S. 1512). At that time, however, we also raised a number of questions concerning its implementation and, in particular, questioned the proposed structure of the Child Development Councils and the Local Policy Councils. We felt that the method of selection of the members proposed and the criteria for their selection could result in councils of an unworkable size, and with members inadequately qualified for the administration of the program.

While we are not wholly satisfied with the composition and methods of election that were incorporated in the bill as adopted, we feel there has been substantial improvement, both through the limitation on size and the addition of some members other than parents in the "project policy committees," which replace the Local Policy Councils proposed in the S. 1512 bill. We do not, however, believe that all parent members for either Child Development Councils or Local Policy committees should be initially selected from Headstart parents.

In any case, we wish to stress that we support the whole concept of prime sponsorship, particularly because it permits cities, counties and other agencies to operate programs with a substantial degree of independence from State control. We also, as we indicate below, believe that a number of the provisions for administration that are contained in S. 2007 should be substituted for the provisions in either the Long bill or the Ribicoff Amendments to H.R. 1.

Second, we offer our complete support for the provisions contained in S. 2003 that would increase the limitation on the income tax deduction for child care expenses from $600 to $1,000 for one child and from $900 to $1,500 for two or more children. We would, however, recommend that this tax deduction be increased, particularly in instances of two working parents. There seems to us no reason why, in practice, it should not be possible to deduct as a business expense the full cost of child care. The whole concept of greater subsidization of child care costs for children in low income families not receiving welfare recognizes not only the need but also the right of the working parent.

We also support proposals in the Ribicoff Amendment, increasing the amount of income a family may have and still be eligible for the child care tax deductions from $6,000 to $12,000.

Third, we also strongly support the proposal to increase from 75% to 100% the Federal share of child care expenses for welfare recipients participating in work and training programs. We know of the difficulties facing States and, in particular, local communities in meeting the current 25% matching costs. Moreover, removing this requirement for the cost of child care for welfare recipients will enable the States and localities to use their own funds to support the provision of child care services for the many other families and children who require such services but who, because of their income levels, do not qualify for federal reimbursement of expenses.

With respect to the whole question of subsidization of child care expenses for income families not on welfare, we welcome the approach in all three of the current bills, since they recognize the ultimate total need for child care services, but we prefer the provisions in this respect of Senator Ribicoff's Amendment No. 318 to H.R. 7. His additional provision that "up to 25% of the enrollment in any child care program be permitted for children of parents other than those who qualify for services under Title IV or "OFF" (Opportunity for Families Program and Family Assistance Plan), goes a long way toward meeting the real needs of children. Enabling children from middle income families to enter the program will widen the benefits of good child care and will facilitate in many areas social-economic integration within the community. Moreover, from the point of view of business, we all know that the provision of good child care for employees at all income levels can greatly reduce staff turnover. We greatly hope that this provision will be retained in whatever bill is enacted.

Fourth, with respect to the setting of standards to govern child care services and child care facilities, we wish to state strongly our belief that detailed provisions of the type included in S. 2003 should not be included in legislation and urge that the provisions included in the Ribicoff Amendment should be substituted for those in S. 2003. We thoroughly approve of the concept that the standards should be no less strong than those of the Federal Interagency Day Care Requirements, to be updated as indicated. While we are happy to see the provision that they shall as a minimum, by July 1976, incorporate the Interagency Recommendations of the Federal Panel on Early Childhood, we do not really understand why it should be necessary to wait until 1976 for the application of such standards.

We welcome the inclusion of these minimum requiremets, as well as the provisions for annual evaluation based on inspection.

We also support the provisions appearing in both S. 2003 and the Ribicoff Amendment concerning physical structure and location. We especially welcome the additional provision in the Ribicoff Amendment requiring that the site of any facility "is safe, and conducive to child development, welfare and happiness." We believe that careful interpretation of this provision can prevent even temporary use of some facilities that are inappropriate from the point of view of the children—even if convenient from the point of view of parents.

We are very concerned over the complimentary provision with respect to "exclusiveness of federal standards." We do not believe that it should be possible to waive licensing of health, fire, safety, sanitary or other State requirements (or political subdivisions thereof), when these provisions are stricter than those of the Federal standards. We take issue with the provision now standing in both S. 2003 and the Ribicoff Amendment that a State, group, organization or individual may file a request with the Corporation to obtain a hearing on the matter of the standards imposed. It seems to us that when State or local requirements are more protective, they should automatically apply—and that it should only be possible to have these provisions waived in consequence of a hearing brought by the group, organization or individual desiring to establish the facility. The State or local Government responsible for administering its own more protective regulations should not have to take action against themselves.

With respect to the penalties for false statement or misrepresentation, we support the additional penalty included in the Ribicoff Amendment, making the guilty person or group ineligible to participate in Federally funded child care services for two years following conviction.

Fifth, we strongly support the concept of community and parent participation in the planning, establishment and operation of child care programs. As we noted above, we prefer the concept of community and local participation developed through the Child Development Councils and the project policy committees, as set forth in S. 2007, but we continue to question the reliance placed on Headstart parents, as the exclusive initial parent representative. We hope that ways can be found immediately to draw upon the experience and expertise of parents such as those now serving on the parent day care boards throughout New York City. We welcome the insertion in Section 2001 of the Ribicoff Amendment of the phrase "will provide for substantial community participation in the establishment, operation and review of such services." We also welcome the changes proposed for the composition of the National Advisory Council on Child Care in the Ribicoff Amendment, which eliminates the provision that not more than one individual should be included, who is a representative of any organization which is composed of or represents recipients of such assistance. We believe that it should be possible for more than one organization to be represented on the Council. We also strongly support the addition of local, State and regional councils, which shall include not less than 25% of the membership selected from parents of children in programs. Our chief question with respect to both the National Advisory Council and the suggested local councils is the way in which they would work with other existing advisory agencies and with the advisory bodies of the Office of Child Development of HEW.

Sixth, we clearly welcome and support the oportunity provided in both S. 2003 and the Ribicoff Amendment for new funds that will be available both for construction and child care services. The need for a revolving fund, as proposed in both bills, has become particularly clear in recent years as the costs of building have risen in my own State, the Youth Facilities Act now makes available, on a limited scale, both seed money funds and funds for construction loans and guarantees which can be used for day care facilities in a generally similar manner. We are happy to see that, under the Ribicoff Amendment, there is also provision for Congressional appropriations to be deposited in the revolving fund. We feel that this is essential.

However, we believe that the concept of using parents' fees for day care as an intrinsic part of the financing of the Federal Child Care Corporation is not sound or equitable. It may, moreover, cause a substantial injustice by encouraging the requirements of fees higher than can be paid by lower and middle income families who are not eligible for government subsidy but still need to avail themselves of the child care services.

With respect to fees in general, we prefer the Ribicoff proposal to that of S. 2003. The provision that the fee for any particular type of child care services shall be *uniform*, as appears in S. 2003, does not recognize the variety of need and the willingness of those families who can afford higher fees to pay such fees. We, therefore, strongly propose that the provision in the Ribicoff Amendment will be included, which indicates that there shall be a "reasonable fee" and that the fee so charged "shall be scaled according to income and family size for all children receiving such types of services in such facility." We also welcome the new provision in the Ribicoff Amendment that no fees for child care shall be charged to participants in the Family Assistance Plan during training and for one year following the commencement of full time employment. Indeed, our experience indicates that even a longer period of free care or very low fees is needed to prevent the new employee from having to leave employment in order to obtain child care services.

We also support the concept of a special capital fund for child care purposes and, in particular, its use for acquisition, planning, construction, remodeling, renovation or initial equipping of facilities for child care services or sites for such facilities, as appears in S. 2003. We are not quite clear to what is meant by the addition in the Ribicoff Amendment of the provision that these funds may be used "for subsidization in whole or in part to needy day care participants, of the costs of day care." If the concept is one of use of the capital fund for loans, we do not see how it can also be used for subsidization of programs. Indeed, the whole question of the relationship between loan and grant monies under the proposals is somewhat unclear. But, in any case, we welcome the additional funds—whether by appropriation, or by loan or by use of revenue bond authority that will enable increased child services to become available.

Seventh, we now wish to raise a substantial question concerning the structure and powers of the Federal Child Care Corporation itself. As indicated earlier, it is unclear to us how the Corporation would work with the Office of Child Development or with the child care structure and procedures proposed under S. 2007. There seems either to be duplication or undercutting of the role of the Secretary of H.E.W., which has developed substantial experience in this whole field.

The concept of an independent Corporation of this type raises questions with respect to the administrative relationship of child care to other services and appears to separate child care from family services in general. We recognize that there is provision for cooperation with existing agencies responsible for other areas of activity, and that there is provision for taking account of comprehensive planning for child care. The separation of the close and desirable relationship between the needs of the child and the needs of the family may be endangered.

If a Federal Child Care Corporation is to be established, we prefer the composition as indicated in the Ribicoff Amendment which increases the Board of five members of which two shall be "representative of non-profit, local community participation interests. However, we feel that that this provision itself needs clarification. Does this mean that these members should be representative of the consumers of child care services or the providers of child care services? And how would the local community representatives be selected for service on the national Board?

With respect to the specific functions of the Board and of the Corporation itself, we also wish to raise a number of questions. As we understand the text, the Corporation may directly operate child care programs. This would seem to go far beyond the concept of providing funds and setting standards for child care services and would seem to come in direct conflict both with the concept of local control and of operation either by consumers or by non-profit organizations, voluntary agencies and other bodies traditionally undertaking these services. It is clear that some demonstration centers and research activities might well be carried out directly by the Corporation—but here, too, we raise the question as to why they should not be carried out by H.E.W. or local agencies.

Moreover, the concept that the Corporation shall be self-evaluative seems to us both dangerous and potentially subject to a conflict of interest. We suggest that such evaluation should be undertaken by an outside agency. We do not believe that any program can either be operated or monitored exclusively by an independent corporation whose basic structure is far removed from the local scene.

Finally, we must strongly welcome the wide range of services and the concept of universal opportunities for children embodied in all of the bills before you. We only hope that they will be realistically supported by sufficiently large appropriations to implement the goals you advocate.

The CHAIRMAN. I will now call Mrs. Auerbach, chairman of the 4–C Committee of Louisville and Jefferson County.

STATEMENT OF ROBERT J. BAUGHMAN, ADMINISTRATIVE ASSISTANT TO CONGRESSMAN MAZZOLI OF KENTUCKY

Mr. BAUGHMAN. I am Bob Baughman, administrative assistant to Congressman Mazzoli. The Congressman is in his district and has asked that I introduce Mrs. Auerbach by reading the following letter.

It is a pleasure for me to introduce Mrs. S. P. Auerbach of Louisville, Kentucky, to the distinguished members of the Senate Finance Committee.

A schedule conflict in my District prevents my personal appearance before the Committee. But, by this letter, I wish to express my appreciation to the Members and staff of this distinguished Committee for making all the necessary arrangements for Mrs. Auerbach to testify on the very important topic of child care.

Mrs. Auerbach's statement recites her qualifications and background in the area of child care, so it is unnecessary for me to reiterate them.

Suffice it to say, that she is eminently qualified and her thoughtful testimony will provide insights into the subject area of these hearings.

Again, I thank the Committee for permitting Mrs. Auerbach to appear today, and I commend her testimony to its attention.

The CHAIRMAN. We are pleased to hear you.

STATEMENT OF MRS. S. P. AUERBACH, CHAIRMAN, COMMUNITY COORDINATED CHILD-CARE PROGRAM, LOUISVILLE AND JEFFERSON COUNTY, KY.

Mrs. AUERBACH. Senator Long, members of the Finance Committee, I am grateful to you for this opportunity to testify on an issue that is paramount in our society today. I am Mrs. Auerbach, and I am the chairman of the Community Coordinated Child-Care program of Louisville and Jefferson County, Ky., and on whose behalf, I speak today. I am a member of the Kentucky Commission on Children and Youth. I was a delegate at the 1971 White House Conference on Children and a delegate to all the ensuing conferences, both regional and State that followed. I am also a member of the Mayor's Advisory Committee on Community Development of Louisville, as well as a member of the board of the health and welfare council. In addition to this, it was through my efforts that the Louisville section of the National Council of Jewish Women and the Kentucky Social Welfare Foundation made outright grants and the University of Louisville provided office space to implement the pilot 4–C program, which, as you know is a Federal one. My long association with these community activities which revolve around child care, has made me acutely aware of the tremendous needs in this area.

I will depart from the prepared statement which was filed in this office on last Tuesday, and would hope that the record will note that departure. The reason being, that I was pressed for time to meet the filing deadline. But when I reread that statement, I recognized that it did not emphasize those points which most concern us.

Senator BENNETT. Mrs. Auerbach, do you, therefore, want the record to show this statement at all?

Mrs. AUERBACH. Yes, sir; part of it I have changed.

Senator BENNETT. OK.

Mrs. AUERBACH. After I read it I realized it was not concise enough and I think I am stating it in a more concise way.

Our greatest concern is that child-care service be developed in nature, and not just custodial, and that enough funds be provided to meet the needs. We feel strongly that there should be an opportunity for all children who need it, or families who want it to participate on a sliding scale for fees, with priority for the economically disadvantaged. We also feel that parents should have a decisionmaking role in the development of programs, and that prime sponsors should be designated on a geographic basis determined by the ability to estabilsh comprehensive child development programs.

All children need good care to develop into responsible citizens in a society which is then shaped by these citizens. I am sure I need not dwell on the definition of good care, or the documentation of recent research in the field. These are the years when a child's body, intellect and physique are developing most rapidly, and the conditions that surround him will influence his later health, motivation, intelligence, self-image, and relations to other people.

The profound changes that are taking place in the American family patterns of living is forcing us to look for supplemental child care services outside the home. The need for comprehensive child care services are accentuated by the diverse causes of the family living pattern change, the most important being the growing number of employed women, the reasons for which, I am sure you are well aware.

Comprehensive care means 24-hour availability of the service in order to meet the needs of mothers who work nights, or on weekends, or families who have more than one child, or need crisis care. Sometimes, fathers need this service, too. Recently, a father, whose wife had deserted him, called the director of a center at 5:30 a.m., desperate for a place to put his infant and 3-year old child, so he could go to work. The staff of the WIN program in Louisville, worked 7 months with a welfare mother who had six children and wanted a training opportunity. The solution was to transfer the older children to schools in the vicinity of day-care centers that would take infants, as well as have before and after school care. Other WIN mothers have been trained, only to obtain jobs that required they work the late shift and then could not take the child care arrangements for the necessary hours.

The 1970 census data showed that there are 900,000 children in Kentucky under the age of 14. It is estimated that 170,000 of them are children of working mothers. There are 14,882 places in licensed centers and homes. In addition, there are 39,000 families that are AFDC recipients in Kentucky, of which 10,000 mothers are identified as potential candidates for training or employment. These 10,000 have 19,944 children under the age of 14. If we were to just meet the needs of these children, we must expand the existing facilities, very few of which offer a full range of services. So to serve all the children who need it, we must provide many more places in Kentucky alone.

Quality care geared to the need of all families can be an enormously constructive influence, but it is not inexpensive.

While having adequate standards that safeguard children raises the cost of providing the service, it is essential that good standards be adhered to in any program for children. I am referring not only to the minimum safety and fire standards of physical facilities, but the good program standards that attend to all areas of growth—social, physical, emotional, and spiritual.

Kentucky has adequate standards but at the same time lack of funds permits only having two people to license, inspect, consult, and enforce standards in our largest metropolitan area of almost 800,000 population. In reckoning the cost of child care, we must include the cost of enforcing standards in all areas. I cannot put a dollar figure on the cost of a national program of this scope, but I am sure you have experts who can. I know that the average cost of maintaining a child in a center in Kentucky is $1,200 per annum for a full day's care which is lower than the national average. To provide care for the children of the 10,000 mothers eligible for a work-training program would cost over $17 million per year.

Purchasing care for children in centers is only part of the need. There has been a lack of funds for renovating and construction of facilities in which to provide the services. Obviously, different kinds of facilities are needed to provide for nighttime care, after-school care, crisis care, day care, or home care. There are many resources in communities that could be used if moneys for renovations were available.

What particularly comes to mind are the many empty Catholic schools in our community in the inner city that could be made available.

Senator BENNETT. You wouldn't like to change that to be Catholic schools?

Mrs. AUERBACH. Yes; I do mean schools.

Churches, storefronts, or rooftops could all be used. sometimes it may be necessary to construct a facility in an area where resources are limited and the need is the greatest. Certainly, all Federal housing programs should include facilities for child-care services, as well.

I am sure you are aware of the shortage of trained personnel for day-care programs, and expanding service will increase this shortage.

Academic training is not necessary for all persons who work with children, but experience and training are essential for directors and head teachers. Until now, educational institutions have not recognized the need for these career opportunities and have not provided the training.

In Kentucky, not a single institution of higher learning awards a 4-year degree in early childhood development, and only two have 2-year associate degrees; but they are ready to provide training for this new industry, given financial support to do so.

In reviewing our experience over the past few years with federally-supported child-care programs, it is clear that a central focal point is needed at both the Washington and local levels.

It must be difficult for individual Congressmen to follow child care through the morass of bills and administration standards and regulations, agency program preferences, and the varied and ever-changing Federal guidelines, to the extent that this is difficult for those of you with a Washington base, it is a nightmare for those of us west of the Potomac River. Despite our relatively successful efforts in Louisville with the federally-supported child-care coordinative mechanism, we find that to simply understand the various forms of child care, all the ensuing program ramifications, is a full-time job.

One of our greatest headaches is the lack of continuity from Federal agencies in the areas of program services, financial aid and regulations. The prime source of money in our community for developing and expanding programs has been funds obtained through title IV–A provisions of the Social Security Act. However, the ever-present threat of capping these funds has hampered our program severely.

Kentucky has only recently changed the State plan to be able to take advantage of this source of money and to limit these funds to even 11 percent of the present level would be grossly unfair to the children of Kentucky, yet advantages to the children in California or New York for example.

The answer, then, it seems to me, is an equitable distribution of Federal funds for child-care programs directly to the communities. Coordinating councils which include parents and agencies already providing services should be among the prime sponsors. Financial support must be provided for these councils to plan and administer programs.

I can assure you that there is a great commitment in local areas to child-care programs. We need a continuity in both programing and financial aid and flexible guidelines. Above all, we need programs that focus on the child.

I thank you again for the opportunity to be heard and if you have any questions I certainly will be happy.

The CHAIRMAN. Thank you very much.

Senator HANSEN. I do have one question.

On page 4 you say:

> Most middle-class families cannot bear the burden of the full cost of care, especially if more than one child has to be cared for.

As you identify middle-class families, what percentage of our total population would they comprise?

Mrs. Auerbach. I am sorry; I can't answer that, but I suppose the statisticians could figure it out. If we have 39,000 families, and I can only guess in Kentucky, that are on AFDC rolls and we have a population of 900,000 children, what are the percentages there?

Senator Bennett. You are mixing families and children?

Mrs. Auerbach. There are 200,000 children and there are—I do have some statistics here.

Senator Hansen. May I ask this without trying to bother you with the precise percentage figures? Would you identify a majority of the families in America as middle-class families?

Mrs. Auerbach. Yes, I certainly would.

Senator Hansen. Would you think half or two-thirds of the families in America might be middle class, as you would identify them?

Mrs. Auerbach. I cannot give you a number. I would say the majority would be.

Senator Hansen. What you are saying is that of this class, which you think would be a majority of all families, they cannot bear the burden of the full cost of care?

Mrs. Auerbach. We are suggesting that there be a sliding scale for all children, fees of sliding scale so all children who need it or want it may take advantage of it.

We do feel that there should be priorities to the disadvantaged economically and we accept this level of poverty as in, I think it is 2007—do I have the right bill—$6,980 as being that level which should be provided, subsidized by the Government and then, therefore, subsidized on various levels thereon up.

Does that answer your question?

Senator Hansen. Yes.

The Chairman. Do you think that for the $1,200 average annual cost in Kentucky you are able to provide adequate care?

Mrs. Auerbach. That does not provide for any kind of annual programs such as nighttime care; does not provide for infant care. It provides for children from the ages of 3 to 5 generally. It is a minimum program. It is not what would be desired if we could afford what we would really like to have.

The Chairman. What do you think it would cost to provide what you would think would be adequate, if you could have the money you needed to do it?

Mrs. Auerbach. I have read figures and national average, of course, is anywhere from $2,000 to $5,000. It is difficult for us to put a figure on that because now the way we provide these services is by using services that are already available in the community from the health department or we use the food stamps for providing lunch programs and it is difficult to put that together to give you an actual number.

The Chairman. Thank you very much.

(Mrs. Auerbach's prepared statement follows:)

Prepared Statement of Mrs. S. Pearson Auerbach, Chairman, Community Coordinated Child Care Program of Louisville and Jefferson County

SUMMARY

The need of quality care for children outside the home are great and growing. Kentucky has more than 170,000 children under the ages of fourteen (14) of working mothers. There are only 14,884 licensed places. Costs are high, and families can not bear this burden alone, and must be subsidized.

There is a shortage of both facilities and personnel. Existing resources could be used to provide facilities, and university, and schools are ready to train personnel providing money is made available.

Existing coordinating mechanisms in communities that have labored for years to bring the problems into focus should not be abandoned in the delivery system.

STATEMENT

Senator Long, Members of the Finance Committee, I am grateful to you for this opportunity to testify on an issue that is paramount in our society today. I am Minx Auerbach, and I am the Chairman of the Community Coordinated Child Care Program of Louisville and Jefferson County, Kentucky, and on whose behalf, I speak today. I am a member of the Kentucky Commission on Children and Youth; I was a delegate at the 1971 White House Conference on Children; and a delegate to all the ensuing conferences, both regional and state that followed. I am also a member of the Mayor's Advisory Committee on Community Development of Louisville, as well as a member of the Board of my Health and Welfare Council. In addition to this, it was through my efforts that the Louisville Section of the National Council of Jewish Women and the Kentucky Social Welfare Foundation made outright grants and the University of Louisville provided office space to implement the pilot 4–C Program, which, as you know is a federal one. My long association with these community activities which revolve around child care, has made me acutely aware of the tremendous needs in this area, and I would like to focus my testimony on four (4) points:

(1) the need for quality child care, (2) the need for facilities, (3) the need for trained personnel and (4) methods for providing the services. It is proper that need of children head the list, because the other items are only the mechanics for supporting the needs.

All children need good care to develop into responsible citizens in a society which is then shaped by these citizens. I am sure I need not dwell on the definition of good care, or the documentation of recent research in the field. These are the years when a child's body, intellect and physique are developing most rapidly, and the conditions that surround him will influence his later health, motivation, intelligence, self-image and realtions to other people.

The profound changes that are taking place in the American family pattern of living is forcing us to look for supplemental child care services outside the home. The need for comprehensive child care services are accentuated by the diverse causes of the family-living pattern change, the most important being the growing number of employed women, the reasons for which, I am sure you are well aware.

Comprehensive care means 24-hour availability of the service in order to meet the needs of mothers who work nights, or on weekends, or families who have more that one child, or need crisis care. Sometimes, fathers need this service, too. Recently, a father, whose wife had deserted him, called the director of a center at 5:30 a.m., desperate for a place to put his infant and three-year old child, so he could go to work. The staff of the WIN Program in Louisville, worked seven (7) months with a welfare mother who had six (6) children and wanted a training opportunity. The solution was to transfer the older children to schools in the vicinity of day care centers that would take infants, as well as have before and after school care. Other WIN mothers have been trained, only to obtain jobs that required they work the late shift and then could not make the child care arrangements for the necessary hours.

Even though the number of centers are increasing rapidly, the need is tremendous. The 1970 Census data showed that there are 900,000 children in Kentucky under the age of fourteen (14). It is estimated that 170,000 of them are children of working mothers. There are 14,882 places in licensed centers and homes. In addition, there are 39,000 families that are AFDC recipients in Kentucky, of which 10,000 women are identified as potential candidates for training or employment. These 10,000 have 19,944 children under the ages of fourteen (14). If we were to just meet the needs of these children, we must expand the existing facilities, very few of which offer a full range of services. So to serve all the children who need it, we must provide many more places in Kentucky alone.

Quality care geared to the need of all families can be an enormously constructive influence, but it is not inexpensive. A poorly funded program, that does not provide the essentials of a good one can be destructive. While having adequate standards that safeguard children raises the cost of providing the service, it is essential that good standards be adhered to in any program for children. The Department of Child Welfare in Kentucky is particularly concerned that standards in rural areas be enforced, and that states that have adequate standards, as we do in Kentucky, have adequate financial aid to enforce those standards, and that such standards be maintained.

The average cost of maintaining a child in a center in Kentucky is $1,200 per annum for a full day care—which is lower than the national average. To just provide care for the children of the 10,000 mothers eligible for a work-training program would cost over $17 million per year. Most middle class families can not bear the burden of the full cost of care, especially if more than one child has to be cared for.

Sliding scales for payment must be developed from 0% to 100% to enable all children who need it, or all families who want it, to participate.

Purchasing care for children in centers is only part of the need. There has been a lack of funds for renovating and construction facilities in which to provide the services. Obviously, different kinds of facilities are needed to provide for night time care, after school care, crisis care, day care or home care. There are many resources in communities that could be used if monies for renovations were available. What particularly comes to mind are the many empty Catholic schools in our community in the inner city that could be made available. Churches, store fronts, or roof tops could all be used. Sometimes it may be necessary to construct a facility in an area where resources are limited and the need is the greatest. Certainly, all Federal Housing Programs should include facilities for child care services, as well.

Even if facilities are available and the projects are funded, if personnel are not available to staff the programs, we have not accomplished much. There is a shortage of trained personnel for day care programs, and expanding service will increase this shortage. In addition, there is a need for a variety of skills and expertise. Academic training is not necessary for all persons who work with children, but experience and training are essential for directors and head teachers. Till now, educational institutions have not recognized the need for these career opportunities, and have not provided the training. In Kentucky, not a single institution of higher learning awards a four (4) year degree in early childhood development, but they are ready to provide training for this new industry, given financial support to do so. In-service training has proven to be a valuable tool serving the purpose of producing excellent staff who know the life situation of children. Money must be provided for training personnel at all levels, including teen-agers, older people and citizens indigenous to the area. This can be of benefit to them as well as to the children.

In reviewing our experience over the past few years with federally supported child care programs, it is clear that a central focal point is needed at both the Washington and local level.

It must be difficult for individual Congressmen to follow child care through the morass of bills and administration, standards and regulations, agency program preferences, and the varied and ever-changing Federal guidelines, to the extent that this is difficult for those of you with a Washington base, it is a nightmare for those of us west of the Potomac River. Despite our relative successful efforts in Louisville with the federally supported child care coordinative mechanism, we find that to simply understand the various forms of child care—and all the ensuing program ramifications—is a full time job. One of our greatest headaches is the lack of continuity from federal agencies in the three (3) areas of (1) program services, (2) financial aid, and (3) regulations.

My understanding is that this committee is considering both the conceptual question of the federal role in child care and the more mechanical question of how program service, financial aid and regulations get delivered. There are several essential elements if the federal government and a community such as my own are to be productive partners in delivering services in support of families and children needs.

1. There must be a single purpose federal mechanism which has the capacity to relate directly to similar structured state and local bodies.
2. There must be parental involvement in programs that concern their children.
3. There must be fusion of groups within a community, that is to say, a focal point where agencies providing child care meet around a table together.

4. There must be dollar support for those single purpose agencies.

In our community for instance, the 4–C group is in the process of developing information on the number of children in areas where the need for day care is greatest, the number and kind of facilities which are needed, and an inventory of available resources. While we have been successful in providing some 160 additional day care slots, through Title IV–A, the problem of finding that 25% of local money for matching funds has hindered expansion of services. Another problem has been that local money provided has come from *Foundations* and *organizations* that make grants only one time. On the basis of this experience, we recommend that 100% of federal funding be available.

We also recommend that among the projected prime sponsors by those coordinating bodies that already exist and can qualify by meeting federal guidelines. These are resources to be used, just as existing facilities should.

The task and the cost is enormous, but so are the resources of this country, and I have no doubt that it can be accomplished if we set our minds and our energies to it. Children are our greatest resource, and we must protect them as avidly as we protect our country.

Thank you again, for this opportunity to testify.

Women in Work Force in Kentucky

Of a civilian labor force of 1,285,000 in Kentucky, women make up an estimated 35% or 449,750. There are 170,000 children under age fourteen (14) of the above working women.

Work Incentive Program in Kentucky (WIN)

There are currently 2,400 WIN slots allocated to Kentucky. Of these, 1,300 have been allocated to Jefferson County (Louisville metropolitan area, 1970 population approximately 700,000).

There are currently 1,166 mothers participating in WIN in Louisville and Jefferson County.

Child care plans for children of WIN participants reveal: 35% is cared for in own home; 55% is cared for in another home; 10% is cared for in day care programs.

Average amount spent for child care of WIN participants in Kentucky in fiscal 1970–1971 was $384.74 per child per year.

There are approximately 10,000 *potential* WIN participants.

AFDC in Kentucky

There are currently 38,573 *families* receiving AFDC in Kentucky with 100,473 children under age 20.

In Louisville and Jefferson County, there are 9,817 families, 9,479 adults and 25,400 children.

Children in Target Poverty Areas in Louisville and Jefferson County, Kentucky

There are nine (9) federally designated target poverty areas in the inner city of Louisville and Jefferson County. The total population in these nine (9) areas is 152,974. There are 20,434 children between the ages of 0–6, but there are only day care facilities for 1,416 children in these nine (9) target poverty areas.

The Chairman. Our next witness will be Dr. Roger E. Ulrich, professor of psychology at Western Michigan University. We will be pleased to hear you, sir.

STATEMENT OF DR. ROGER E. ULRICH, RESEARCH PROFESSOR, DEPARTMENT OF PSYCHOLOGY, WESTERN MICHIGAN UNIVERSITY

Dr. Ulrich. I would like to emphasize that I support this legislation in terms of a move in the right direction and would like to give a little bit of a background as to how I happened to get into the child care early education area and hope that will provide information that will help this committee.

A few years back I was called to Lansing to again get involved in a problem solving venture and I talked to people in then Governor

Romney's office about what might be done to solve some problems that they were being faced with in Detroit at that time. I said I had no answers at that moment but would suggest a move in the direction of getting to the problem much earlier and starting to do some things with children.

I made a proposal and was encouraged to do this and found myself on the path toward getting very involved in early education, something that I, as an experimental psychologist at that time hadn't particularly planned on doing.

In short, I proposed that we start an early education program taking children from birth and moving them on up until the first grade but possibly following them a little further in order to explore just how far we could accelerate the academic, social, and emotional development of children.

The points that our proposal emphasized were as follows here and there listed. We want to emphasize that education in the broad sense of an organized experience cannot begin too early, and this includes child care, whether it is in the home or whether it is in a child-care center.

We emphasized that when children fail later on in life or in school it is because of the early environment that they were first placed into and the blame certainly does not fall with the child.

We emphasized that early education and child care, to be effective in the 20th century, must include much more than the traditional theories. Our children must acquire a compassion for fellow men, a respect for environment, an understanding of human behavior. And in a sense we were saying we have to take cognizance of some of the social aspects of training children, actually programing some of those areas that we have sort of left to chance—in other words, how they get along with one another.

We especially emphasized we have to move away from negative control of children. The constant threats, the physical punishment which occur oftentimes in the home tend to make children later on not love learning. We knock out of them their curiosity many times and we emphasized the program of constant rewards—not constant but strategy of rewards for positive behavior, picking out and defining certain kinds of responses we wanted in the children and then attempting to reward them when they approximated these responses. And the final point we emphasized was that, in order to constructively contribute to the future of man, we must do it through an emphasis with early education in child care.

Right now, I didn't realize exactly what I was getting into and as we moved toward setting up a program we had to get a little money through the Department of Mental Health from the standpoint of we were saying and attempting to start a program which would emphasize preventing behavioral problems as opposed to curing them.

We had to get some funds and we started a program which took children from 2 months of age and followed them up through, now, junior high school.

Now, there were laws in the State of Michigan at that time which prohibited working with children below 2½ and this was just one of the many laws that we ran into that caused us a great deal of difficulty.

In fact, over a period of time I began to believe that many of the institutions that were supposedly set up to call themselves social services were often times more inclined to be of a disservice, not meaning to, but as we tried to protect children there was a morass of red tape that eventually made it almost impossible for someone to get a new program off the ground.

Now, we got around those and eventually had our program running so that we were taking a combination of disadvantaged, (socioeconomically disadvantaged, so-called disadvantaged children), and advantaged children, who were paying tuition, and started to produce some data that would suggest just what could be done with children in sort of a research oriented kind of program.

Now, we found that in order to do this, and I am straying from the text, although this is in it, it ran around $2,500. We were getting from ADC payments, social services, around $1,400 per child per year, and we were convinced at this time that isn't quite enough to do the type of thing that we were doing. However, it is not out of the question that, if we have experimental programs such as ours and some others around the country continuing to explore ways in which you can take a budget of perhaps less than the $2,500, you can take a budget that now is enough only to provide for the minimal care of children, that we could start making that budget sufficient to do more than just child care.

At this particular time I believe that any move in the direction that gets children into a well thought-out child-care program that systematically takes care of their total needs during the day is probably better than what we see in most homes, many times even in the so-called middle-class homes, because in these centers the people there are indeed more often than not there to care for the children. Oftentimes in the home the mother is doing many other kinds of things and doesn't have time to care for the children.

So legislation which even moves in the direction of getting more children into child-care centers, whether it helps the mother go to work or not, I personally find would in the long run be beneficial.

Senator **Bennett**. At this point I would like to interrupt to put in the record a question that has been growing in intensity in my mind all through today's testimony. I will put a background behind it by referring to an old story of the two cows who are reading a billboard milk ad and noting the milk was pasteurized, deradiated for typhoid, and one cow said to the other, "My, how inadequate we are."

Now, listening to this testimony, it seems to me that we are saying home is completely inadequate; we shouldn't leave children in the home, and we would be much better off if we take them out and put them in the control of people who are properly trained and educated so that these people would have their full time to devote to the children. The people charged with the care of the children wouldn't have to take time out to cook or wash or clean and I am just wondering if we are not setting up here a set of standards for the care of children which in the end would harm them? After they have been in one atmosphere part of the time then they go into the atmosphere of the home in which they must live—so maybe we should adopt the system of the Israeli kibbutz where we take the children away from the parents at age 2 months or something of the kind and they never let them go back?

Dr. ULRICH. Forty-one percent of our children have parents working in the center. I think that you stated a possible extreme to what I am saying.

I think that if the parents have adequate time and are indeed taking care of the children and helping to educate them and not just, sort of, "Everything is okay if the child is not bothering me at the time," that that particular home is a good one; and I am not saying that we don't have many homes of that type.

What I think is the case is that we do have homes in many ways that are not geared for caring appropriately for the children, giving them some of the experiences that are going to help them succeed when they later on get into school. A child is in a home oftentimes as a single child or one of four or five. Then the day comes when he is expected to go to school suddenly and is put into a new environment that he has not been prepared for.

I think one of the things that we are finding is that children who have been placed into our centers and centers like it have a good time during the day; they are learning things; they are not with the parent all day long. When they go home in the evening the parents love the child a little bit more and the child loves the parents a little bit more. There can be an overexposure kind of thing between parents and children, too, and I think that is something that we found and have had reported by many of the parents.

Senator BENNETT. Would you recommend that for all parents and all children.

Dr. ULRICH. Well, I don't want to stray too much from this but I think I personally, given my value system and the way I would arrange early education centers, I would have children in early education centers where parents would be very much involved, especially those parents that are really concerned with how we teach children, and that a move in that direction would better prepare children for what is going to be called from them when they get in kindergarten and the first grade than the strategy of having children now in a home where maybe even the father treats the child differently than the mother does and the morass of different kinds of environmental experiences rain down on them and one day they go into a large group and they haven't been prepared for it.

I would try to arrange an environment that better prepares them for what is coming and indeed I think we have some data which supports——

Senator BENNETT. Then you would take both the child and parent out of the home and put them both in the rarified atmosphere of the child-care center?

Dr. ULRICH. No; that would be impossible.

Senator BENNETT. Isn't that what you said?

Dr. ULRICH. No. I——

Senator BENNETT. I misunderstood you, then. You want the parents involved in the child-care treatment of the child?

Dr. ULRICH. In some instances it would be a good idea to take a mother who is now in the home, and we have done this. A mother oftentimes felt she would like to get out of this environment and come to a center where we had the equipment, where we had the facilities that could better help her to do a job in raising her children. Certainly we cannot have all parents; the father and mother both doing that; there would be no one around.

Senator **Bennett**. Nobody to wash the dishes? OK.

Dr. **Ulrich**. All right. I am not too sure where I left off, but I think the point that I would like to make is that legislation such as this is a move in the right direction. We definitely have to get more money into the appropriate care of children earlier. I believe that the extra educational experiences that a child should have at the early age level probably cannot be provided for when we are talking about funds at this particular level, but the care that these funds would provide in and of itself would be better than what most, particularly children of the disadvantaged, are getting at this time.

The **Chairman**. Do you think that what you have been doing in the Learning Village has given you enough experience that you can establish by some sort of a comparative standard what had been accomplished with regard to these children compared with those who have not been in day-care centers?

Dr. **Ulrich**. We have some data on that. We compared our children to some children who had not been in day-care centers and some who had been in a different type of educational program, and a year prior to what you would expect, when they were going into kindergarten, our children were on the metropolitan reading readiness exams, which public schools use to tell where children are, were average, above average, for being compared to even first graders, children 1 year above. Our children, when entering kindergarten, scored at the first-grade level. Many of our disadvantaged children, some who were even looked upon as retarded, having low IQ's et cetera, once we had them in our program for a while we were able to elevate their IQ's as well as their reading skills so that in a couple of years we had children whose brothers and sisters were 2 and 3 years behind in the public schools now 2 and 3 years ahead of what you would expect, and this was as a function of a concentrated effort during the earlier years. And we have had some middle-class people say "Our kids aren't doing as well as some of the ghetto kids in your school. Some parents at the university who have their children in the richer environment, so-called, were a little displeased at the fact that some children that were from a group that they weren't predicting would do as well were actually doing better. We were saying it is nothing heriditary; it is the environment. If you could get your children into an appropriate environment that accelerated certain skills that are very much needed in order to reap the rewards that are available in the first and second and third grade, why then we would start to put children on a path of success as opposed to a path of failure.

The **Chairman**. Can you put a pencil to it and give me some idea how much you would think it would cost if we try to provide the kind of service that you have in the Learning Village to children generally? Do you have an estimate on it?

Dr. **Ulrich**. We went into our own program and estimated, for people who were saying, "How much would it cost." We came up with about $2,570 per child per year. That is again assuming that we get the child very young, that we have them during the entire day and for the year round; and this does not include doing things with them in the evening, although that would be better, and exploration of that has to come in the future. If we have children from birth and they are being brought to a center such as this and we have the $2,500 per year, at this particular time, we can fairly well guarantee that we will accelerate the development of the children, regardless of their socioeconomic background. That is a pretty big statement, but at least the ones we have dealt with, we were able to accelerate.

We have a grant from the National Institutes of Mental Health to set up a model early education day-care training program and this pertains to what the previous witness said, that our universities have not spoken to this issue, have not set up training courses of the kind that would prepare people for going into this area and giving children this type of training. Now we are starting to move in that direction and I see that this bill and many of the things that we are going in health, education, and welfare maybe can be combined to continue moving in this direction.

The **Chairman**. Thank you very much, Doctor. We appreciate your testimony and we are going to review this material that you have submitted with it.

Dr. **Ulrich**. Thank you very much.

(Dr. Ulrich's prepared statement with attachments follow:)

Prepared Statement of Roger E. Ulrich, Ph. D., Professor, Department of Psychology, Western Michigan University, Director, The Learning Village of Kalamazoo

Summary of Principal Points

1. The testimony supports Legislation which extends the financial base for better education and child care in the United States.
2. It emphasizes the importance of arranging programs for very young children so that, through effective education and child care, many of the problems presented by adults can be prevented.
3. It gives some history and some description of a model early education and child care program. In particular, it relates some of the difficulties encountered by the founders of the child care program in dealing with local and state licensing and funding agencies.
4. It supports attempts to reform and simplify the present cumbersome administrative and licensing procedures that now govern early education.

Statement

In the summer of 1967, following the riots in Detroit, Michigan, Mr. Ted Blizzard, an assistant to then Governor George Romney, invited me to Lansing to discuss the "Detroit Problem" as a behavioral scientist interested both in the experimental analysis of aggression and in the application of psychological knowledge to community problems and institutions. I was asked what to do in the ghetto so that similar riots would not occur in the future. I answered that a variety of piece-meal emergency responses could be made, but the most important thing, in my estimation, was to begin immediately to provide a more effective and equitable system of child care and early education for the children who could become tomorrow's rioters. I suggested that far too many programs throughout our nation are concerned only with remediation and problem solving. We are always asking questions after the riot. We are always looking for the pound of cure and ignoring the ounce of prevention. I recommended that a model program be established to show what could be done with children from a variety of socio-economic backgrounds cared for and trained together in an early educational child care experiment. If a model program could be established that could dramatically accelerate the social, academic, and emotional development of children from many backgrounds, existing institutions would have to pay more attention to education during the early years.

I was encouraged by Mr. Blizzard and by other members of the Governor's Executive Office to prepare a proposal and to actually establish such a program. The model proposed was to be based on the following principles:

1. Education (in the broad sense of organized experience), including child care, can never begin too early.
2. When children fail in school, the fault lies with the child care system, not with the children.
3. Early education and child care, to be effective in the twentieth century, must include much more than the traditional "3–R's." Our children must acquire a compassion for fellow men, a respect for the environment, an understanding of human behavior, a knowledge of the need for social change, a love of learning, and a respect for themselves.
4. Education should not involve the constant threats, reprimands, and general unpleasantness encountered in schools and homes. Learning can be, and is, fun when educational systems are so devised that children often experience success and a joy of accomplishment.
5. The only way our present generation can constructively contribute to the future of mankind is through proper emphasis on the early education and proper care of our youth.

The proposal was submitted to Governor Romney's assistants in the Executive Office in Lansing. They were pleased. As the summer waned, however, and as fall approached, and winter finally came upon us, the interest in a proposal whose long-range goal was to prevent the type of problems seen in the Detroit ghetto fell off. I myself was now very interested, but was left without much support from those who originally stimulated my activity. I looked everywhere for funds. I approached local groups, as well as state and federal funding agencies. Western Michigan University, my home base, was not interested, the public schools were not interested, churches were not interested, except of course at the verbal level. Finally, a former colleague of mine, Dr. Tom Stachnik, who worked in the State Department of Mental Health, helped us out. He produced funds that were designated by the federal government to go to the state Department of Mental Health to start innovative programs. The idea behind the grant was to establish a program for the prevention of behavioral problems that concerned the Department of Mental Health. We finally got off the ground because we were lucky enough to have an individual who understood and sympathized with our approach, and who could allocate funds. Seeing some money in our hands, Western University became more interested.

We had some initial funds and support, but we still had to cope with the formidable state and local bureaucracy that licenses and regulates day care programs. The procedures established by these agencies, and the behavior of many of the agency personnel, give the strong impression that they are designed to obstruct rather than facilitate improvements in child care. Procedures are complicated and cumbersome beyond belief. Many personnel seem not satisfied with insuring a decent environment for children, but seem intent on detecting and emphasizig the faults, irregularities and mistakes that can occur in any situation. Fire inspectors quote "laws" that are not laws. One nurse hovered over our crib room until the teacher had to leave two children alone in their cribs for a minute. The nurse pursued her, reprimanded her, and reported the matter with gusto. We asked the nurse—and ourselves—why, if being unattended for a short period of time is so dangerous, the nurse herself left those children unattended. This was the attitude we encountered again and again. [Appendix A further documents some of the difficulties we faced.]

Our attempts to obtain funds from and through the Michigan Department of Social Services have met with nonumental resistance. At the smallest excuse, per diem tuition payments for children supported by Aid to Families with Dependent Children cease and we must do without the money until the matter is cleared up. Once we obtained a grant from a local donor of $25,000 for training people in child care. As Senator Long has pointed out, federal funds are available, administered through local departments of social services, on a three-to-one matching basis. Although none of the Department's own funds were involved, and the funds could only have improved our local child care situation, the department tenaciously resisted our attempts to obtain these funds. Only through the help of Anthony Stamm, our State Senator, and his staff, were we able to acquire the $100,000 and get the program underway. Senator Stamm, by the way, has been a consistent and effective supporter of preventive early education and child care programs.

We are today operating a model, mini-school system in Kalamazoo called the Learning Village. Our system takes children between the ages of 2 months and 11 years. The children come from varied social and economic backgrounds. Those parents who have the money or the time, pay tuition or contribute man hours for the privilege of sending their children to our Learning Village. Other citizens who cannot afford tuition or personal time enroll theri children on a scholarship basis, supported in part by AFDC and in part by Learning Village funds.

Our Village is open year around from 7:30 a.m. to 5:30 p.m. for the convenience of parents who work or desire to work. Regular educational activities are usually scheduled between 9:00 a.m. and 3:00 p.m. During this time children are divided into study groups, the size of which are determined by the particular subject matter being taught and the children's advancement in that subject area. Infants work on a one-to-one basis with their teacher; grade school classes can have more than ten children. The curriculum is coordinated with that of the public schools so that the children, if necessary, can successfully transfer into the public school system. Strong emphasis is placed on the basic skills. For example, most children at the Village read well at kindergarten age. However, other types of hehavior, besides the traditional "3–R's", are given equal importance. Field trips to airports or local agencies are plentifully interspersed with daily educational activities. We try to teach the children how to live with, and to constructively change, their society, their community, and themselves. [A more detailed description of the Village program, and a brochure showing some of the activities, have been added to this statement as Appendices B and C.]

Establishing the Learning Village taught me several things that are relevant to the proposed legislation. First, it has strengthened my belief in the value of early education as a preventive program. Without our program, many of the children at the Village would probably by now have developed into the "culturally disadvantaged" or "slow learner" or "marginally brain damaged" children all too familiar to our public schools. Instead, they read well, do arithmetic well, and think well. They have a sophistication in dealing with the world and with other people that amazes even the teachers who see them everyday. Their responses, as adults, to the problem that confront them will not be confined to the angry, destructive outburst. Hopefully, by the time these children become adults, society will be giving them a better deal than it has given their parents. But, in any case, these people will be better prepared to cope with whatever comes their way.

A second thing I learned from my experience with the Learning Village is what bureaucracies can be like at, or near, their worst. I have mentioned just a few of the problems we encountered. Remember, these were the problems faced by a Ph. D. psychologist who is a professor at a large state university in attempting to do something to better the lives of the children in his community. How much worse the problems must be for a group of poor, black women interested in bettering the lives of the children in *their* community. I wonder how many children have been left to a latch-key existence or to the haphazard care of older siblings or aged relatives, because people who would care for them were discouraged by bureaucracies designed to improve the care of children. How many children spend their days in unsanitary firetraps because a group of concerned parents have not been able to meet the arbitrary, often self-contradictory safety and sanitary conditions required by many state and local agencies? How many children are condemned to ignorance because educators are not allowed to give them the experiences that will help them grow and learn.

In introducing his bill, Senator Long stated, and I quote,

"It is my hope that local parent groups, churches, and other organizations will be stimulated to establish child care facilities. Today, such groups must go through cumbersome administrative procedures to establish a child care facility, if indeed they are able to establish one at all."

This statement is so true and to the point. It is gratifying to see the problem recognized at a level where something can be done. If early education and child care is ever to be successful, someone in a more powerful position than that hèld by ghetto mothers, or by college professors, must intervene.

People interested in early education and child care should be encouraged, not discouraged. They should not be harassed by arbitrary regulations. They should not have to comb the state and federal bureaucracies for funds. Our own Learning Village program is now in serious financial difficulty. Time that should be spent improving the program is spent trying to keep it alive. Although money and licensing should not be dispensed in a carefree fashion, enormous simplification of financing and licensing procedures is desperately needed.

Effective early education is expensive. Some of the expense per child may be reduced as the number of children accommodated increases, as programs move beyond the experimental stage, and as ways of economizing are found. However, even if early education were twice as expensive as it is now, it would be a bargain when compared to the enormous sums spent and often lost on crime, police, prisons, mental hospitals, psychiatrists, programs for the "minimally retarded," drug-abuse programs, welfare, unemployment, remedial education, and other special education, job training, and countless other programs. These programs come after untold human suffering has already occurred and after they can do much good. Good early education really works. Effective models have been established that can be followed. Problems can and must be avoided through early education and child care. It is unwise, uneconomical, and inhumane to neglect a child and then punish him for being the adult that neglect has forced him to become.

Whenever a society plants the seeds of failure in its youth, it can expect nothing but failure in its adults. Early education and child care will not solve all of America's problems, but it probably is *the* place to focus our attention if we want to leave to the next generation a better world than we have now. The legislation proposed by Senator Long would do much to encourage those involved in child care and to help every child in the nation realize his potential contribution to himself and to society.

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KALAMAZOO
LEARNING VILLAGES[1]

Administrative Hurdles Blocking Preventive Mental Health Programs for Children[2]

Marshall Wolfe
Roger Ulrich
Carole Ulrich

BACKGROUND

In 1968 a project titled "Accelerated Training Programs in Underprivileged Environments" was funded by the Michigan Department of Mental Health in an attempt to investigate possibilities of preventive mental health techniques through early implementation of behavior modification procedures. The general objectives of this project were fourfold: (1) to alter the early environment of children aged 0-5 from a welfare population in order to enhance academic social and emotional development (2) to work with the mothers of these pre-school children to increase their capacities to provide an enriched home environment; (3) to work with minority high school and college youths in order to train them as teachers of the less advantaged; and (4) to work with children now in the public schools who are functioning academically at a level significantly lower than the grade level in which they are enrolled.

Earlier reports have detailed the history of the project, the general philosophy on which it is based, the methods employed, and some preliminary results. It is the purpose of this paper to discuss some of the administrative problems we faced in development of the project. In all likelihood, some of our problems have implications and lessons which may be generalized to similar projects.

We stress the fact that the comments below are in no way intended to berate any of the agencies involved in our particular project; indeed, we are truly convinced that their purposes and intentions are directed at bettering conditions in our society. However, innovative programs by their very nature may differ from the current practices of many existing institutions and consequently face unique problems in the process of getting established. Developers of such programs should be forewarned and prepared to jump one or a combination of unexpected administrative hurdles before their project reaches fruition.

An initial error made by many persons directing applied projects involves the assumed autonomy one has in the conduct of any particular program. Programs, especially those that deal with children, must be designed with the knowledge that they will be subject to the rules, regulations, and conditions of many licensing and regulating agencies at the local, state, and federal levels. Under certain conditions, it is extremely likely that these "hurdles" may delay or even possibly prevent a project from getting started. However, it has been the experience of this project that these problems can be resolved.

PHYSICAL FACILITIES

Acquiring adequate space has been a major problem from the inception of the project. Initially, facilities in which to conduct the project were pledged by Western Michigan University. In the time that elapsed between the actual funding and the beginning of space renovation, the University was unable to fulfill its commitment. Although the reasons for this withdrawal of support were reasonable, the fact still remained that a project was funded which had no facility in which it could be conducted. Further, because of the anticipated space commitment by Western, there were no funds included in the budget for obtaining space.

At this point, the project directors investigated various possibilities in the Kalamazoo metropolitan area. The initial reaction by many agencies was extremely encouraging. Without exception, every agency commended the worth of the project and insisted that preventive techniques such as those proposed were indeed a sound way to effect the cultural changes we all desire. It soon became apparent, however, that the action of these institutions and agencies was not congruent with their verbal behavior. Although all were in favor of such a project, no one made a commitment to provide the necessary physical facilities.

Space was finally rented from the Kalamazoo Public Schools and the Child Development Center opened in January of 1969. Anticipating that these quarters would be used to house the project for a longer period of time than was eventually the case, the necessary remodeling and equipment set-up was undertaken. After the project had been conducted for approximately six months, the public schools decided that they would have need for that space by the end of August (1969). Once again, the scramble to procure quarters was on.

INSTITUTIONAL REGULATIONS

In many ways, the regulations of several agencies such as the Michigan Department of Social Services, the County Health Department and the local Fire Department made it extremely difficult for a program such as this to function. The obvious site for a facility serving children from poverty environments would naturally be in the immediate poverty areas. It is extremely difficult, however, to find existing facilities in these areas which meet requirements such as 1,000 square feet of outdoor play area, protection from hazards such as traffic, well ventilated cloakroom areas, etc. In short, there are not many nice new modern buildings just waiting to be used in the middle of poverty areas. However, a building was finally located in a target area in Kalamazoo which, with only minor modifications, was able to meet all of the requirements. We then moved the project from the school to the new facility which we called the Downtown Learning Village.

LICENSING

The second major problem encountered in conducting a program such as this is the licensing procedures. In the planning stages of the project, officials from the State Department of Social Services indicated that a per diem payment would be made to the project for each child from a family receiving Aid to Dependent Children. Unfortunately, at the time, the Department of Social Services indicated that since we were on a university campus we did not need to be licensed by their Department. When we did not get the campus space and since the public schools were only renting to us, we had to get licensed after all. The subsequent licensing problems were periodically so great that one was at times left with the feeling that agencies designed to assist children from poverty environments were actually preventing aid programs from being conducted. In any event, the process of initiating an application for a license to conduct a day care center was begun.

The first step consisted of having personnel from the County Health Department, the City Fire Department, and the Public Health Department inspect the facilities and make recommendations in order for the facility to meet their requirements. The application, along with many other documents verifying items such as food service, transportation, replacement of equipment, medical consulting services, and personnel were forwarded to the Department of Social Services for approval. Many administrative problems arose which delayed final approval for a license several months.

The next step appeared to us to be quite simple, i.e. applying to the Department of Social Services as a licensed day care center for per diem payment for each child from a family receiving Aid to Dependent Children. We were then informed that a new regulation (formulated during the preceding few months) required that we meet Federal Inter-Agency Day Care Requirements before any payment would be forthcoming. We were also informed that because this was a new requirement, no other day care center in the State had yet initiated this procedure and we would therefore be a "test case." Once again, a great deal of time was spent accumulating and assembling the information necessary to meet these requirements. Thus far, the program had been operating for several months in a facility which had to be paid for out of funds not included in the budget. In addition, lunches also had to be provided for the children.

When the Federal Inter-Agency Day Care Requirements were met, an additional license was issued, and we then were eligible to *apply* for the per diem funds. Of course, the time lapse between the application for per diem funds and the actual receipt of payment was several weeks.

Another complication arose when we moved the project from the school to the present downtown site. After finally locating the downtown facility, we notified the Department of Social Services that we wished to file a change of address with them.

We were informed, however, that if we were to change our location we would have to go through the complete licensing procedure again, including inspections from the Department of Social Services, the County Health Department, the Fire Department, and the Public Health Department. In addition, we would have to complete all the licensing applications again which, of course, were redundant with the one exception of the change of address. This procedure was again extremely time consuming, particularly considering the fact that this application for licensing was lost at the Department of Social Services. Once again, the whole conglomerate of application forms were reassembled and sent off.

TRANSPORTATION

Another very real problem encountered during the conduct of this project was transportation. Although the project facility was located in the middle of the population it was serving, the children involved were initially quite inconsistent in attendance. Further probing indicated that many children were not sufficiently encouraged to attend, particularly by parents who viewed the facility only as a means of getting one or two children out of the house during the day. We thus found it necessary to purchase two buses and, in addition, frequently found it necessary to go into the home and dress the children as well as take them to the facility.

FOOD SERVICE

The task of providing lunches for the children was another problem as one important aspect in the project was a nutritional food program. Arrangements were initially made with the Kalamazoo Public Schools which proved extremely satisfactory. For a set fee, they reliably prepared and delivered food to the center. Problems arose, however, since the Kalamazoo Public Schools do not offer food service on a year around basis. Consequently, the program had to look elsewhere during the summer months and during school vacation periods.

PHILOSOPHICAL BASIS

It is most likely the case that any innovative project will necessarily depart from traditional procedures in any given field. Without going into great detail, it should be pointed out that persons in decision-making positions which directly affect the development of a program may have histories and philosophies which differ quite drastically from those being implemented.

Consequently, the problems involved in moving a culture from cure to prevention appear at times to be insurmountable. Effecting changes of this type cannot occur within the confines of any one field. Rather, an effort must be made to reach and influence those persons in control positions in business, industry, education, and government, as well as in other settings where events occur which influence change.

Received January 6, 1970.

[1] East Main Learning Village, 541 Phelps; Downtown Learning Village, 212 N. Rose.

[2] This is the third of a three-part series regarding the project. The first appeared in the Fall, 1969 issue of the *Research Bulletin* under the title, "Accelerated Training Programs in Underprivileged Environments." The second part, "Early Education: A Preventive Mental Health Program," appeared in the Winter, 1970 issue.

NOTE: Pages 449-470 are not available for reproduction at this time. This section was reprinted from Educational Technology copyrighted 1971.

The article, "The Learning Village: A Behavioral Approach to Early Education" by Roger E. Ulrich, Stephen E. Louisell and Marshall Wolfe is available from:

"Educational Technology" Magazine
140 Sylvan Avenue
Englewood Cliffs, New Jersey 07632

The CHAIRMAN. That will conclude today's hearing and our hearings on child care.

(Whereupon, at 12:15 p.m., the hearing was adjourned, to reconvene subject to the call of the Chair.)

APPENDIX A

Communications Received by the Committee on Legislation Concerning Child Care

67-562 O - 71 - 31

Statement of Hon. Walter F. Mondale, a U.S. Senator from the State of Minnesota

Mr. Chairman and the members of the Committee, I appreciate the opportunity to present my views on S. 2003, the proposed Child Care Services Act of 1971.

I would like to commend the Committee for its concern about the lack of adequate day care and child development opportunities in this country. These hearings will contribute to our knowledge of both existing day care programs and proposals to improve, expand and strengthen them.

The 1970 White House Conference on Children summarized well the urgent need to provide quality day care opportunities to more children. The Conference Delegates selected, as their number one priority, the provision of "comprehensive family-oriented child development programs including health services, day care and early childhood education."

The Conference back-up statement explaining this day care proposal is even more explicit:

"We recommend that the Federal Government fund comprehensive child care programs, which will be family-centered, locally-controlled, and universally available, with initial priority to those whose needs are greatest. These programs should provide for active participation of family members in the development and implementation of the program. These programs—including health, early childhood education, and social services—should have sufficient variety to insure that families can select the options most appropriate to their needs. A major educational program should also be provided to inform the public about the elements essential for quality in child care services, about the inadequacies of custodial care, and the nature of the importance of child care services as a supplement, not a substitute, for the family as the primary agent for the child's development as a human being."

It is significant that the White House Conference on Children specified the essential components of child development programs so precisely. The distinguished delegates to this Conference clearly understood the difference between custodial day care and developmental day care. The emphasis they placed on family-oriented, locally-run, comprehensive programs cannot be ignored.

My concern about S. 2003 is that it does not contain adequate provisions to assure that the expanded day care programs it proposes will include these essential developmental components.

While I believe the mechanisms proposed in S. 2003 would expand day care, I fear that most of the new programs would be at best custodial, and at worst detrimental to the children that they are designed to serve.

My concerns are based on the following elements of he bill:

First, the primary emphasis throughout the bill is on enabling mothers to work. Little mention is made of the needs of the child. This work-focused, adult-focused preference appears in the bill's findings and declaration of purpose and is reflected in many of the bill's other provisions.

Unquestionably, part of the growing need for adequate day care and child development services relates to the increasing number of mothers who are working or would like to work. But the needs of parents must not overshadow the needs of children. It makes little sense—in terms of economic policy, social policy or human policy—to adopt a short run strategy designed to help adults escape poverty, if it dooms their children to poverty. I fear that a policy of non-developmental, custodial day care will have just that result.

Second, the parental involvement provisions in S. 2003 are inadequate. Child psychologists, physicians, educators, parents, delegates to the White House Conference on Children and other students of day care and child development efforts are in complete agreement about the need for deep involvement of parents in the direction and operation of these programs. Day care and child development projects without adequate parental participation provisions run the risk of separating children even further from their parents.

It is not enough to provide as this bill does for parents to have an opportunity to meet and consult with the staff of the center and observe, from time to time, the services the child is receiving. If these programs are to have any developmental effect on the child, it is absolutely essential for parents to become active participants.

Third, and deeply related to the first two points, day care programs simply must be developmental in nature. This bill recognizes and makes provisions for develpomental programs, but only as one of a series of options, which include purely custodial programs. It would be a tragic mistake for this country to embark on a program of cold custody for young children. While the early childhood years are a period of an individual's most dramatic growth—they are also a period in which severe and irretrevible damage can occur. In such a high-risk situation, we cannot afford to offer as an option, programs for pure custody.

Fourth, the standards for child care specified in this proposal are inadequate. They deal, in large part, with facilities and with the health of children at the time they enroll, rather than throughout their participation in the program. Moreover, the bill's standards concerning the child-staff ratio are much too weak. We must begin with the federal inter-agency day care requirements of 1968—and improve rather than weaken them.

Fifth, the delivery system proposed in this bill ignores existing government structures and services. It would create a quasi-public Child Care Corporation unrelated to existing public education, health and social services. An approach like this would encourage only confusion, fragmentation and competition for scarce resources. There is no reason to separate child care from existing programs to which it must be closely coordinated. And there is little reason to place the responsibility for the operation of the program on a distant, Washington-based, Presidentially-appointed national board of directors.

Mr. Chairman, for the reasons I have cited, I must oppose this proposal. A far wiser approach—which reflects the developmental, family-centered, locally-controlled recommendations of the White House Conference on Children—was contained in S. 2007, adopted by the Senate on September 9, 1971.

It would be my hope that those of us interested in the expansion and development of day care and child development might work together to fully utilize the potentials of the child development provisions in S. 2007. If we could agree to the approach in that bill, place administrative responsibility for federally funded day care and child development programs in the Office of Child Development in HEW and coordinate all of our day care and child development efforts with that mechanism, I believe it would both help the children of this country and remove most of the confusion and competition that have made it difficult to expand quality day care programs as rapidly as they are needed.

STATE OF CONNECTICUT EXECUTIVE CHAMBERS,
Hartford, October 5, 1971.

Hon. RUSSELL B. LONG,
Chairman, Finance Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR LONG: There appears to be an assumption on the part of many people in the United States, both in public and private life, that States are playing a very limited role in planning and administering Child Care programs. The major charge seems to be that States have not been aggressive enough in developing large quantities of child care, enabling welfare mothers to work. This is not the case in Connecticut, and I wish to formally advise your Committee of the dramtic and imaginative response to this problem that we have mounted in Connecticut.

The Connecticut Department of Community Affairs has been funding child day care centers throughout Connecticut since 1967. The Connecticut General Assembly has authorized $9.5 million in State funds specifically for this purpose for the period July 1, 1967 through June 30, 1972. Additional funds have been made available for Human Resource Development programs which included some day care. The State provides two-thirds of the cost of the local day care centers. As a result, there were, as of June 30, 1971 fifty-five centers in twenty municipalities, serving 1,821 children. These totals will be expanded considerably during this fiscal year.

To administer this program, the Department of Community Affairs has established a Child Day Care Division, staffed with professionals, who are supported by other specialists within that Department and who draw upon, and coordinate with other specialists in the State Department of Welfare, Health, Mental Health, Education, Labor, and Finance & Control. This coordination extends to such areas as special problems of AFDC children, curriculum, State licensing, health services and food and nutrition services. Central coordination of the various State agency roles is achieved through our Office of State Planning. All day care centers are licensed by the State Health Department and must satisfy local building, health and fire code requirements.

As a result of concentrated efforts by my Administration, we have secured approval from the Department of Health, Education and Welfare of a State-wide plan for provision of child care services. Under this plan, the expenditure by the State for day care service for all AFDC children, as well as former and potential AFDC children, is reimbursed to the State by HEW at the rate of 75%. By action of the General Assembly, such HEW reimbursement, up to one-half of the State appropriation for day care for this fiscal year ($3.5 million appropriation, $1.75 million reimbursement) may be added to the funds available to the Department of Community Affairs for expanded day care services. In addition, a standard eligibility reporting system has been developed to provide jointly to several State agencies, complete information on the composition of the day care center population in the State. This will provide, for the first time, complete, uniform information to all the agencies of the State and will insure effective, coordinated fiscally sound provisions of comprehensive State services to both the children and their parents, many of whom will now be able to become economically productive citizens.

I believe this effort in Connecticut is and has been aggressive, imaginative and effective and demonstrates that States can and should meet their responsibilities in helping solve this great problem, and to do so in a manner consistent with the federal system established under our Constitution.

I have provided this explanation to your distinguished Committee for two reasons. First, I want you to be aware of the pride we take in what we are doing in Connecticut. Second, and most important, I urge you to avoid adopting new national legislation that will remove from the States the legal authority to deal with such matters as standards, licensing, fee schedules, eligibility criteria and other similar matters which, historically, and I believe, properly, are responsibilities of the States.

I hope this information will be useful and will be happy to provide additional information at your request.

Sincerely,

THOMAS J. MESKILL,
Governor.

AMERICAN FEDERATION OF LABOR AND
CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., September 23, 1971.

Hon. RUSSELL LONG,
Chairman, Senate Finance Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: While the AFL-CIO strongly supported the Comprehensive Child Development amendment included in the Senate-passed OEO authorization bill, we wish to make it clear that your efforts have played a major role in focusing national attention on the need for adequate day care facilities and services.

Last year, as you know, the AFL-CIO supported S. 4101 as a major improvement over the Administration's proposal to provide low-cost day care for the children of welfare mothers. The AFL-CIO pointed out, in last year's testimony, that the Administration proposal was aimed at providing day care for some 45,000 children at a cost of $858 per child per year although HEW estimated that $2000 per child per year would be necessary to obtain decent care.

It was the AFL-CIO's position that the Administration's position lacked both the funds for the proper operation of day care services and the mechanism to obtain the money needed to build a sufficient number of day care facilities.

Through your efforts, Mr. Chairman, there is now full agreement on the need for a national mechanism to provide day care services. Perhaps even more important, your foresight in this field has led to widespread recognition of the need for a massive day care program that can benefit the child while freeing the mother for gainful employment.

With Congress and the Administration now in agreement on the need for a national mechanism to provide day care services, the question becomes: What kind of mechanism?

The AFL–CIO is convinced that the prime sponsorship mechanism included in the OEO authorization bill approved by the Senate is best suited to the needs of the children and the parents. We were glad to note, Mr. Chairman, that you voted to support this mechanism as well as to keep the Comprehensive Child Development amendment within the OEO bill during Senate debate on September 9, 1971.

With Senate action completed and the House expected to act on a similar bill in the near future, the AFL–CIO sees no further need for Congressional action on the Child Care Services Act of 1971 (S. 2003). It seems to us, Mr. Chairman, that the basic goals that you have long sought are now within reach.

We would, nevertheless, like to comment on some aspects of S. 2003.

First, we believe that S. 2003 includes a number of significant changes from last year's bill that strengthen the proposal. These include the liberalized tax deductions for child care costs, the monitoring of programs to assure compliance with federal standards, and the employment and training opportunities for welfare recipients in day care programs.

The AFL–CIO believes that the prime sponsor mechanism included in the Senate-passed bill is preferable to the corporation mechanism. It seems to us that a local unit of government is much better able to coordinate the community health and education services so vital to a comprehensive program. Further, local authority and control encourages the parental participation found so beneficial in Headstart.

The need for parental involvement has been emphasized repeatedly by experts working in the child care field. Such involvement should consist of more than the "consultation" and "observation" described in S. 2003. Yet, the quasi-public corporation mechanism would permit additional involvement solely at the option of the program operator selected by the corporation.

One of the AFL–CIO's major concerns deals with our fear that the corporation might well develop two different types of child care. We feel that low-cost (custodial) centers could be developed for children whose fees are paid through Title IV, while more costly (comprehensive) centers would be utilized by the children of high income families who can afford fees.

While the incentive to produce the maximum number of child care slots for the children of welfare mothers is understandable, the quality of child care should receive the first priority. Further, this quality should be available for all—not just those who can afford high fees.

The AFL–CIO also is concerned that should a two-class child care system develop, low income working mothers will be unable or unwilling to participate. Their choice will be undesirable "second class" care for their children or "first class" care beyond the reach of their pocketbooks.

As we read S. 2003, there is no definition of "low income" in terms of eligibility for fee subsidy. We assume subsidies would be limited to children whose mothers would be on welfare if the mothers did not work. Instead of the federal government paying the fees for children of welfare recipients placed in jobs or undertaking training, and providing subsidies for "low income" families, the AFL–CIO much prefers the $6900 cut-off figure used in the Senate-passed bill.

The AFL–CIO also is concerned about the future of Headstart under S. 2003. As longtime supporters of this proven program, we recognize that while the bill does not repeal Headstart, should Congress enact S. 2003, the self-financing appeal of the corporation would result in a strong reluctance to appropriate additional funds for Headstart.

Finally, self-financing will provide an incentive for the corporation to contract with large, profit-making firms in the day care "business." While these firms may prove to be more economical, the supportive services could well be minimal in contrast to the smaller, community-based, non-profit programs.

For the above-mentioned reasons, the AFL–CIO would hope that the comprehensive child development provisions approved by the Senate as part of the OEO authorization bill can become the mechanism utilized to provide the child care services needed in any welfare reform legislation.

While taking this position, Mr. Chairman, we wish to—again—emphasize our appreciation to you for focusing national attention on the need for a massive day care program.

The AFL–CIO would appreciate your placing this letter in the record of your hearings on S. 2003—the Child Care Services Act of 1971.

Sincerely,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

Prepared Statement of the Child Welfare League of America, Inc.

The Senate Finance Committee has asked for comments on the legislation pertaining to child care now pending before the Committee. The Child Welfare League of America is therefore offering its views on child care since this is one of the League's particular concerns.

Established in 1920, the League is the national voluntary accrediting organization for child welfare agencies in the United States. It is a privately supported organization devoting its efforts completely to the improvement of care and services for children. There are 374 child welfare agencies affiliated with the League. Represented in this group are voluntary agencies of all religious groups as well as nonsectarian public and private nonprofit agencies.

The League's primary concern has always been the welfare of all children regardless of their race, creed, or economic circumstances. The League's special interest and expertise is in the area of child welfare services and other programs which affect the well-being of the nation's children and their families. The League's prime functions include setting standards for child welfare services, providing consultation on services to local agencies and communities, conducting research, issuing child welfare publications, and sponsoring annual regional conferences.

The *Child Welfare League of America Standards for Day Care Service*, originally published in 1960, was revised in 1969. These Standards, prepared by a national committee of experts, are approved by the Board of Directors of the League. Both nationally and internationally the *CWLA Standards* are extensively used and widely recognized as representing day care practices considered to be most desirable. They offer a base for evaluating the performance of child care agencies and the adequacy of existing or proposed child care programs.

The following comments and recommendations are based on League Standards and other policies previously approved by the Board of Directors of the League.

CHILD CARE PRINCIPLES

There are certain basic principles which should be incorporated in any child care legislation no matter what its primary purpose may be—whether to improve opportunities for disadvantaged children, to serve as an adjunct to work and training programs for public assistance recipients, to help provide safe care for children whose parents are unable to do so, or to provide developmental services for children whose parents need or want them.

These principles include the following:

1. The welfare of the child should be the prime consideration in child care programs.

2. a. Child care should be available to all children in need of such care regardless of the socio-economic circumstance or employment status of the family. (Initially, there should be priorities in providing service for the economically disadvantaged.)

b. Cost for care to a family should range from free to full payment, depending upon the family's financial resources.

c. Programs should provide for continuity of care for children irrespective of changes in economic or employment status of parents.

d. Programs should be available to children on a part-time or full-time basis according to the needs of the child and his family.

e. The same programs should be available to all socio-economic groups. Children should not be separated into different programs on the basis of the socio-economic or employment status of the family. The establishment of a two-class child care system should be avoided.

3. Child care programs should be of a comprehensive nature—that is, in addition to providing care and protection, they should make available a variety of services, such as nutritional, health, psychological, social work and educational services, etc. Programs should not be limited solely to physical safekeeping or so called "custodial care".

4. Standards to insure a sound quality of child care should be established with particular reference to the ratio of staff to childern, and to the quality and training of staff. There should be provision and adequate funding for enforcement of standards. Government funds should not be permitted to finance child care which does not meet proper standards.

5. There should be provision for parental involvement in all child care programs.

6. There should be flexibility of administration to permit adaptation of programs to meet local needs.

7. Funding should be adequate to support the needed quantity and quality of child care.

COMMENTS ON S. 2003, "CHILD CARE SERVICES ACT OF 1971"

In 1970 the League testified before the Senate Finance Committee on S. 4101, "The Federal Child Care Corporation Act." [1] At that time we noted the questions and issues which needed further study in order to determine whether or not a child care corporation would be the best mechanism in order to improve both the quality and quantity of child care. In addition, we made suggestions for improvements in the substantive provisions of the bill. We believe that the issues about the need for a corporation mechanism to provide child care are still unresolved. We note, however, that S. 4101 has been revised and improved and has been introduced this year as S. 2003.

We would like to comment on the changes in S. 2003. In addition, we wish to suggest further changes that might make child care provided under such a bill more beneficial for children, although we are taking no position as to merits of the corporation mechanism itself.

Title I amends the Internal Revenue Code to provide greater tax relief for the family which needs child care services so that the mother may work. This applies to families where the joint income is not greater than $12,000. Deductions may be made of $1000 for one child, and $1500 for two or more children. (The permissible joint income is raised from the present $6000, and the permitted deductions raised from $600 for one child, and $900 for more than one.) We query whether even this additional income tax relief would be sufficient to help families in low tax brackets, particularly if child care costs are high and there are numerous children in the family. There would still be a financial incentive for parents to place children in the cheapest possible child care where federal standards would probably not apply, despite the fact that a federal tax subsidy is helping to pay for this care. On the other hand, we realize that this provision could save some taxpayers a few hundred dollars a year, and that it is more generous than a similar provision for tax relief under H.R. 1.

Title II amends Title IV of the Social Security Act. Section 201 of the bill increases from 75 percent to 100 percent the Federal share of child care expenses for welfare recipients participating in work and training programs, if such services are provided through the Federal Child Care Corporation. We believe this provision would be helpful. It would relieve the States of their present 25-percent share of such costs, and make it easier to expand these child care programs. It would still leave States free, however, to provide their own child care services for welfare recipients by paying 25 percent of the costs, if they prefer not to use the Corporation's facilities.

Section 202 of the bill adds new authorization for the subsidization of child care costs for children in low income families not receiving welfare, where such services are necessary to enable the mother to work. Under the bill this subsidy would come from appropriated sums. However, since these are low income working women who are likely to become dependent if they do not receive child care services, we believe it would be more appropriate to fund these subsidies under Title IV-A of the Social Security Act which provides for open ended funding.

We believe that some guidelines with respect to the fee schedule for this subsidy should be made a part of this legislation. We believe that there should be an income level below which any family would receive free child care, taking into account the number of children in care. (We suggest the BLS standard of $6900 for a family of four.) We also believe there should be a maximum limit on the cost of care which should be subsidized for each child and that it should be set in terms of the average cost for quality child care in any given region or locality. (We also believe that such a schedule should be established for the income disregards for child care under H.R. 1.)

The language in proposed Section 411(b)(iii) should be clarified so that "the amount of subsidy payable to any family is not greater than the minimum amount necessary to enable such family to secure such services" would not mean that the family had to choose the cheapest *type* of care. i.e. "babysitting" instead of a group child care program.

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[1] U.S. Senate Committee on Finance, Hearings on Family Assistance Act of 1970, H.R. 16311, pp. 1548 ff.

We assume that reference to child care under Section 202 is to services which would have to meet federal standards although this is not specified in the bill. Federal subsidies should not be used to finance poor quality care that does not meet federal standards.

Section 203 of the bill provides that of funds appropriated under Section 426 of the Social Security Act up to $25 million may be used for the training of personnel to prepare for employment in the provision for child care services. We believe such training funds should be available from Title IV-A funds rather than from funds appropriated under Section 426. Since more new personnel will be needed at the start of the program, we believe that in the first years of the program more than $25 million dollars should be available for training.

Title III establishes a Federal Child Care Corporation as a new Title XX of the Social Security Act. We would like to suggest additional changes in Section 2001, the purpose clause of this bill, by rearranging the language in the Declaration of Purpose, contained in Section 2001(b), lines 12–18. We believe that the first priority should be "to promote the well-being of all children by assuring that the child care services provided will be appropriate to the particular needs of the children receiving such services." The second priority would then be "to give special consideration to the needs for such services by families in which the mother is employed or preparing for employment." We believe that meeting the needs of children should be the paramount goal. Child care should be viewed as a service primarily necessary to help children.

The League believes that comprehensive child care which provides a variety of services is an absolute essential to any group child care program if it is to provide adequately for a child's needs, particularly when his mother is employed and absent from the home. We believe, therefore, that no program of day care should be established unless it takes full advantage of every available opportunity to enrich a child's developmental opportunities, his health, and capacity of his own parents to effectively rear their children. Group care which is only custodial in nature should not be permitted.

In Section 2002(b)(2) we would like to suggest additional changes in the criteria for members appointed to the Board of the Corporation. New language has been included in S. 2003, to the effect that they must be individuals interested in the welfare of children and who support the aims and objectives of the Corporation. We would like to add language to the effect that at least two of the three members of the Board should be qualified by both education and experience in the field of child welfare or child development.

Changes have been made in Section 2002(e)(1) with regard to the appointment and compensation of Corporation personnel. We believe the important point here is that the amount of compensation payable to employees of the Corporation should be sufficient to ensure high quality staff. Therefore it is important that the pay scale should be at the higher rather than at the lower rate, if there is a choice between state and federal rates of pay for the same services.

Section 2002(e)(3) adds new subsection which establishes a new Office of Program Evaluation and Auditing. We are pleased to see special attention given to monitoring and enforcing the standards for child care services and facilities. We recommend additional language which would provide special appropriations and the earmarking of funds to make this enforcement and monitoring program effective. We believe it important that funds for this program not be paid for out of child care fees. The program should be financed from other government sources. If the cost of enforcement has to be paid out of day care fees, the fees will have to be higher, or the services cut. It is essential that the services be good, but their price should be competitive with similar services. If enforcement costs are included in determining corporation day care fees, then day care under other auspices where monitoring costs are not included in the fees could be just as good and less expensive to the consumer.

Section 2004 concerns standards for child care. It is appropriate to discuss standards along with procedures for their enforcement, since they are essential to each other. The League believes the language of Section 2004(a) is too narrow and needs to be broadened. Standards should not be limited to "staffing, health, sanitation, safety and fire protection." Standards should also cover program content, and matters such as parental involvement, administration, etc.

The federal standards for child care adopted by the Corporation Board should be no less strict than the Federal Interagency Day Care Requirements of 1968. [1]

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[1] See *Child Care Data and Materials*, a Committee print prepared by the staff for the use of the Committee on Finance, dated June 16, 1971. It is a compendium of important current statistics on child care (including cost data), reports of child care studies, relevant statutory language, and regulations on child care. The Federal Interagency Day Care Requirements are included.

The National Advisory Council on Child Care should be given ongoing authority to participate in the drafting process of the federal standards and should be required to make a separate public report to Congress with respect to child care standards. Standards should be revised at appropriate periods as experience with the program proves necessary.

With reference to the child-staff ratio in Section 2004, a "qualified staff member" is one "directly engaged" in providing child care. This is an improvement over last year's language because it now excludes, as it should, staff persons performing administrative, maintenance or similar non-child caring functions.

Section 2004(b)(3) defines a "qualified staff member" as "an individual who has received training in or demonstrated ability in the care of children." Another subsection should be added to require that the Director of any child care program must have both professional training and experience.

Section 2004(b)(1) sets a lower rather than an upper limit on the number of children per staff which may be required by the Corporation. The numbers of children per staff are unacceptably higher than those permitted under the present Federal Interagency Requirements or recommended by the League's *Standards for Day Care Service.*

For example, under the language of this Section the Board may *not* require a ratio of *less* then eight children to one staff person in a home child care facility, or a ratio of less than ten children to one staff person in any other facility for children under six. (Any child under three shall be considered as two children for the purposes of these child-staff ratios.)

We are opposed to these ratios. Not only do they provide insufficient staff for the number of children, but the Corporation Board would not be permitted to require any better ratios. On the other hand, if the language were rewritten to require that no ratio could be higher than the numbers specified in the bill—i.e., that there could *not be more* than eight children to one staff person in a home child care facility, then improvements could be made by the Corporation Board, We, therefore, suggest that the language be changed accordingly and that the staffing ratios of the 1968 Federal Interagency Requirements be applied.

Under the present language, although the Board could not *require* more than one staff person to each eight children, an agency could, if it so desired, provide a better service by increasing the number of staff. This would, of course, raise the cost of the service. We fear that with government funds in short supply, such preferable programs would not be available to children subsidized by federal funds. They would, therefore, only be available to families who could pay most or all of the cost of such service. This would tend to establish a two-class child care system which we believe would be both inequitable and undesirable.

In addition, we believe that children under three should not be cared for in group settings unless it is possible to offer services that allow them to be in groups not larger than five, and with one qualified child care staff member for every two or three children.

We also continue to oppose the ratio of twenty-five to one for group care of school age children. We consider this to be too high in the light of existing experience with programs of this type.

The language of Section 2003(c) dealing with priorities should be clarified so that the dual nature of the priority is made clear. We believe the intent is to provide centers for children of working mothers which will include children whose costs will be paid for out of federal funds, as well as those children of working mothers able to pay for their care. Nor would it preclude children of non-working mothers in need of care. This would provide a more desirable socio-economic mix, but the Section is not clear on these points.

Although we agree with Section 2003(c)(2) that there should be a priority for funding *facilities* which provide child care hours sufficient to meet the child care needs of children whose mothers work full time, it should be made clear that children of part-time working mothers have equal access to such facilities. It may be far more beneficial for a child to have a mother work part-time. It should also be noted that some part-time mothers may be able to earn just as much as other full time mothers. Last year we suggested this priority for facilities providing sufficient hours of care, but now wish to stress that they should be equally available to children of part-time or full time workers.

In addition, we believe that Section 2003 should contain the following priorities for agencies which the Corporation would fund:

1. Public or private non-profit agencies that presently provide the required service in an effective and efficient manner;

2. Public or private non-profit agencies that do not presently provide the required service but are willing and capable of expanding their functions; or are willing and capable of creating new programs;

3. Any other provider of service that presently provides the required service in an effective and efficient manner;

4. Any other provider of service that does not presently provide the required service but is willing and capable of expanding its functions to do so.

We are pleased to see the inclusion in Section 2004(c)(2) of required inspections of facilities not less often than once a year. We note, also, that under Section 2004(d)(5) staff members are required to undergo medical assessments of their physical and mental competence to provide child care, prior to their initial employment, as well as periodically thereafter.

We believe that there should be strengthening of the Section dealing with health and medical care for the children sufficient to meet the requirements for health services under the Federal Interagency Day Care Requirements. The present language provides only for emergency care.

Section 2004(e) contains new language added to the bill this year, which provides for parental participation in child care programs to the extent that parents shall have the opportunity to meet and consult with the staff on the development of their children and observe the child while he is receiving care. We believe that parental involvement is a necessary aspect of child care programs and that it should go beyond this limited involvement.

The League's *Standards for Day Care Service* state that:

"Parents should be involved in determining the nature of the program and in the operation of the agency . . . "

"Representatives of the parents served by the agency should be members of the governing board of the voluntary agency and of day care advisory committees of the public agency, state welfare department, and other multifunction agencies."

"The agency providing a day care service should have a governing board . . . composed of both men and women representative of the community and of the parents served by the agency."

"Representatives of parents should be voting members of boards of directors and may be past or potential users of the day care service."

We refer also to the part of the Federal Interagency Day Care Requirements which covers parental involvement. A policy advisory committee is mandated whenever an agency provides day care for forty or more children, and is to have a membership which includes at least 50 percent parents or parent representatives. We believe that S. 2003 should be amended so that the degree of parent involvement will satisfy the League's Standards and the Federal Interagency Requirements.

As we said in our testimony of last year, parents, children and staff members should have opportunities to work together in order to enhance the parent-child relationship. Although there is nothing in this bill which would prevent the Corporation from sponsoring a parent owned or operated program, we believe that there should be no child care agency which is not required to give the parents some voice in the operation of the program whether the agency be sponsored by a public, private, non-profit or profitmaking group.

Section 2006(a) provides that child care services provided by the Corporation shall not be subject to any state or local licensing or other requirements with respect to facilities providing child care. As noted in our testimony last year. we do not believe it wise to provide a blanket exemption of all child care services from licensing and other requirements imposed by states, or localities. However, we do believe that a federal override of *lower* state or local standards would be beneficial.

Last year we suggested that, in cases where higher state or local standards might unnecessarily impede the development of child care facilities, there should be a hearing to determine whether or not such was the case. Provision for hearings, limited however, only to the physical aspects of child care facilities, has now been included in the bill. This is insufficient. If state or local standards are higher we believe that hearings should also be mandated for standards pertaining to all matters, in addition to physical conditions of facilities, to determine whether or not the local standards should be changed or superseded.

Standards dealing with program or staff are often more important to quality care than standards relating to health and building codes. We believe that the federal standards should be a floor and not a ceiling.

An entirely new subsection has been added to Section 2006 which provides penalities for false statements or misrepresentations with respect to the condition or operation of any facility in order that it may qualify. The sanctions are that of a misdemeanor; a fine of not more than $2000, or imprisonment for not more than 6 months, or both. It has been additionally suggested by Senator Ribicoff that the sanctions should include a two year ineligibility period after the conviction before the guilty person would be permitted to reapply to run a child care facility. We approve this further sanction and believe it should be added to the bill.

We note additional language in Section 2007(a)(10) which provides that the Corporation shall take into account any comprehensive planning for child care which has already been done in a community when determining how its funds shall be used. The Corporation is to restrict its direct operation of programs to situations in which public or private agencies are unable to develop adequate child care. We suggest that some criteria should be included in this legislation to delineate a time limit and to define "adequate child care", so that the Corporation may act within a reasonable time to provide child care in communities which lack it.

Section 2009 adds new material to safeguard the confidentiality of information concerning the applicants and recipients of child care. This is another improvement in the bill.

Section 2014 speaks to required reports to Congress from the Corporation. Section 2014(b) mandates that the Corporation shall, on a continuing basis, conduct a study of the standards for child care under Section 2004. As noted earlier we believe that the National Advisory Council should be involved in decision making about standards, and should issue a separate report to Congress with its recommendations, should the views of the Council in any way differ from those of the Board.

Section 2018 refers to the establishment of the National Advisory Council. We have one additional suggestion to make with respect to the members of the National Advisory Council. We believe that the number of persons "selected from individuals who are representatives of social workers or child welfare workers or non-profit corporations or are from the field of education" under Section 2018 (a)(3), should be raised from three to five in order to provide more professional expertise to the Council.

Last year we also recommended that the concept of such a Council should be extended so as to provide regional, state and local councils wherever there is a counterpart office of the Corporation. Regional and local councils could help ensure that child care services are appropriately located, that full utilization is made of existing resources, and that cooperation is obtained from education, health, child welfare and other social welfare facilities in that geographical area, and that the most effective use is made of voluntary agencies as well as individual volunteers.

There is an amendment to Section 425 of the Social Security Act, on page 40 of S. 2003, striking out language which presently includes "day care" as part of the definition of child welfare services. We believe that "day care" should continue to be retained as a child welfare service under Section 425, so that Title IV-B funds could also be used for such services when necessary if a state wished to do so.

COMMENTS ON THE CHILD CARE PROVISIONS OF H.R. 1

The League agrees with the Senate Finance Committee and the Administration that there is an urgent need to expand child care programs throughout the country. In all socio-economic groups there is an acute shortage of such facilities for children whose parents work or are otherwise unable to provide full time care for their children, We believe, however, that the child care provisions contained in Title IV of H.R. 1 would prove detrimental to the welfare of the children placed in these programs.

Child care under H.R. 1 is limited to children of mothers under Title IV who volunteer, or are required to register for work or training programs, or who are receiving vocational rehabilitation services. The Department of Labor would be responsible for the child care programs provided for mothers under the work and training provisions; the Department of Health, Education and Welfare would administer a separate and smaller child care program for mothers receiving vocational rehabilitation services. HEW would also be responsible for the creation of new or improved child care facilities and for the remodeling or construction of child care facilities.

Under Title IV programs, all mothers of children over three (as of 1974) would be required to register for manpower services training and employment with the Secretary of Labor, unless there was a registered adult male member of the family in the home. This provision would cover an estimated potential group of about five million children in 1974—and yet less than 900 thousand child care places are planned for the budget of FY 1972.

We believe that *requiring* work and training programs for mothers of pre-school children is harmful both to the children and to the family. In addition, we question the feasibility of such a program, given the present state of the economy, the lack of sufficient jobs for a work force of men and women who do not require child care in order to take employment, and the high cost of child care relative to the possible earnings of these mothers.

Moreover, past experience demonstrates that many more mothers have volunteered for work and training programs than could be trained and employed. Compulsory registration is therefore not only undesirable, but unnecessary. Secretary Richardson has testified that the Administration itself does not support compulsory-work or training for mothers of pre-school age children.

But whenever mothers do work provisions must be made for child care which will supplement parental care and which will not prove detrimental to the child's well-being and development. Even if a welfare mother's employment could remove her from welfare rolls it would be society's loss not its gain if, in the process, her children were endangered or their development impaired.

According to the Report of the House Ways and Means Committee, H.R 1 authorizes $700 million for child care during the first year, designed to support 875,000 child care slots, (of which 291,000 would be for pre-school age children and 584,000 for school age children.) Administration spokesmen have testified that they estimate full day, full year, center care will cost $1600; full day, full year, in home care $894; and full day, full year, family day care $866.

It is the position of the League that the level of care which the Administration's estimates could provide is even less than a minimum level of custodial care and should be strongly opposed.

The League estimates that care at an "acceptable" level would cost even more than what HEW determined such costs to be in 1967—these costs would have to be adjusted upward to meet current cost in FY 1972.

The estimated cost, for 1967, was $1862 for "acceptable" group day care for 3 to 5 year olds. "Acceptable" care was defined as including a basic program of developmental care as well as providing minimum custodial care. The 1967 cost figure for "desirable" care was $2,320 for the same age groups.[1]

The Ways and Means Committee Report states:

"Child care for the pre-school child should not be care of low quality, but should include educational, health, nutritional, and other needed services whenever possible. However, the lack of child care of that level would not be good cause for failure to take training, if other adequate and acceptable care is available."

However, it is obvious that the care contemplated would not be adequate and acceptable, but would be "care of low quality."

The League is not calling for the ultimate in comprehensive child care services in the beginning of any new program but believes that children would be endangered and severely damaged by the wholly inadequate programs envisioned under H.R. 1. All knowledge and research about child development indicates that poor child care programs for young children are destructive to the child's well-being and healthy development. We believe these programs would be not only damaging to the child and family but economically unsound as well. The costs of training and day care are likely to be even greater than the cost of maintaining the child at home.[2]

The Report of the Ways and Means Committee states that:

"The Secretary of Labor may purchase child care directly through contracts with public or nonprofit agencies. He may buy child care from private, profit-making enterprises. He may enter into contracts with school systems to supply after-school child care for youth of school age. He may operate, through his manpower agencies, a system whereby seekers of child care are brought together with persons who would like employment through caring for children.

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[1] *Op. cit.*, p. 131.

[2] Testimony on these issues is contained in the Record of the Finance Committee's hearings of July 27-August 3. The child care data and reports of previous child care studies confirming these points are contained in the Committee Print, *Child Care Data and Materials*.

"The Secretary could make considerable use of a voucher system, under which the mother can have maximum choice in selecting a child care facility.

"When the mother moves from training into employment (or goes directly into employment), rather than the Secretary paying for required child care, the mother would be required to pay for the care out of her earnings, if her earnings were substantial enough, and then get credit for the expenditure by deducting the cost from the earnings which would otherwise be used to reduce family benefits.

"It is expected, therefore, that funds earmarked for child care slots will be used primarily to pay for child care when the mother is in training, while the earnings disregard provision will be used when the mother is working. The effect of this latter provision is to increase the child care support provisions well beyond that which could be achieved by direct purchase of care."

It is unclear whether Federal child care standards would be applicable to child care selected by a parent and paid for with federal vouchers, to child care subsidized by a child care income deduction, or to child care federally reimbursed by an income disregard for assistance recipients. Administration officials have indicated that in at least some instances where vouchers were utilized that child care of a substandard nature could be purchased. It is likely that this would also be the case for tax deductible child care and for child care paid for under the income disregard provision.

There is in these cases a financial incentive for the mothers to choose less costly care. The $2000 ceiling placed on the permitted amount of income disregards for a combination of child care costs, student earnings and irregular income is a case in point. We believe this ceiling should be eliminated or substantially raised so that a mother may be fully reimbursed for the cost of care without having to place her children in sub-standard facilities.

Despite language to the contrary in the Report of the House Ways and Means Committee and in statements made during previous Finance Committee hearings, H.R. 1 provides no statutory guarantee that day care would be required or provided for the children of mothers who volunteered or were required to register for work or training programs under Title IV of H.R. 1.

The guarantee of day care presently in Section 402 (a)(15)(B)(i) of the Social Security Act is repealed by H.R. 1. In addition, the day care requirements of Title IV–B in section 422(a)(1)(c), which are presently applicable to both Title IV–A and IV–B child care programs, would apply *only* to Title IV–B under H.R. 1. Since the child care provisions of H.R. 1 would be contained in a new Title XXI they would not be covered by the present provisions in Section 422 (a)(1)(c) of the Social Security Act. These provisions include safeguards to assure day care which is in the mother's and child's best interest, and which may be provided only in facilities licensed or approved by the State.

We believe that the present language with respect to day care in these provisions should be retained, and should be applicable to all child care programs financed under H.R. 1.

Section 2134(a) provides for the establishment of "standards assuring the quality of child care services provided under that title" by the Secretaries of Labor and HEW. Although Administration officials have indicated that new federal standards are now being drafted to implement this legislation, a final draft has not yet been made public. A preliminary draft, circulated to a variety of child care authorities, was printed in the Congressional Record of July 1, 1971. This preliminary draft contained such lowered and inadequate standards that it was unacceptable to the CWLA and to many other specialists in the child care field.

The basic quality of federally financed child care depends upon good standards, strongly enforced. It therefore seems vital that the Congress and the public be informed about the Administration's standards before legislation which gives such broad Secretarial discretion is passed.

Section 2143(a) also authorizes the Secretaries to prescribe fee schedules for families under the assistance plan able to pay part or all of the cost of child care. We believe that criteria for such schedules should be established, as suggested previously in this Statement.

We believe that there should be adequate provision for the availability of child care in order that women on welfare who seek employment may take jobs without detriment to their children's welfare. In this sense, we agree with Senator Long that the "availability of child care is a key element in welfare reform." We do not believe it essential, however, to include legislative provisions for the establishment of child care programs in the welfare reform bill. Separate child care legislation which provides for comprehensive programs for all children needing child care, including those receiving welfare assistance, would be preferable. The welfare reform bill might, however, include authorizations to pay for the needed child care of welfare families.

Child care is not, in our opinion, a proper function of the Department of Labor. Child care should not be viewed primarily as a manpower device. It must be child and family-oriented to ensure that the child's welfare comes first. Therefore, the Department of HEW is the more logical department to administer child care programs. Expertise with respect to the services required for these programs is, or should be, in that Department. The HEW experts in the areas of child welfare, child development, health, education and nutrition, etc., are needed to establish and administer sound child care policies.

It also seems unnecessary, as well as administratively and economically unsound, to have duplicate systems of child care in two departments.

In any case, no matter which agency or agencies of the federal government administer the funding of child care programs, we believe priority should be given to the funding of operational agencies along the lines suggested previously in this Statement.

The Child Welfare League of America makes the following recommendations:

1. The availability of day care and early childhood programs necessary for the sound development of children should be established under separate legislation.
2. The welfare reform legislation should provide for the funding of child care services for welfare mothers who volunteer for training programs, or who are employed, or who are undergoing vocational rehabilitation, and who desire child care services for their children. It should also provide funding for child care for children who need such services for reasons other than the employment of their mothers. The funding should be at a level sufficiently high to pay the cost of quality child care.
3. The Department of Labor should not be responsible for administering child care programs.
4. The present guarantees and protections for children in day care contained in Section 402(a)(15)(b)(i) and Section 422(a)(1)(c) of the Social Security Act should be retained and applicable to all child care.
5. Standards for child care for children of families under the welfare program should be the same standards that apply to child care for all other children. The League believes these standards should be at least as good as the Federal Interagency Day Care Requirements of 1968.
6. The work and training programs for mothers should be on a voluntary basis—preferably for all mothers, but particularly for mothers of pre-school children and school-age children when they are not in school.
7. There should be priorities for job and training programs for unemployed fathers, volunteer mothers, youth over 16 and out of school and others, as suggested in amendments previously proposed by Senators Bennett, Ribicoff, and Talmadge.

Prepared Testimony of Jule M. Sugarman, With Respect to S. 2003

Mr. Chairman and members of the committee: I appreciate the opportunity to testify on S.2003. I have been actively involved in the development and administration of child care legislation for several years. During that time I administered the Federal Head Start program, served as Chairman of the Federal Interagency Panel on Early Childhood and as Chief of the Children's Bureau and first Director of the Office of Child Development. During that period of less than five years, we assisted in the creation of and funded child care programs which now serve more than 400,000 children on a full year basis.

In July of 1970 I became Administrator of the Human Resources Administration in New York City. In the intervening year, we have increased the number of publicly funded day care slots from 12,000 to 20,000. In the current fiscal year the total will reach 39,000. We have also created a new Agency for Child Development which merges the administration of child care programs funded under Title IV of the Social Security Act and the Head Start program. Today I am testifying in a personal capacity. However the views I express are also those of the City of New York.

I should like to concentrate today on what I believe to be the essential objective of S. 2003—that is, to create a Federal capacity to facilitate the rapid development of child care programs of adequate quality and variety. *I believe that the enactment, with some modifications, of S. 2003 would make a major contribution to the development of child care in the United States. On the other hand, I believe it would be disastrous for effective child care arrangements if the provisions of S. 2003 were not carefully related to the Comprehensive Child Development Act of 1971* which the Senate recently passed as part of the Economic Opportunity Act amendments.

The features of S. 2003 which seem to me to be particularly desirable are:

1. Its clear recognition that the Federal government should act when lack of action by State or local governments is depriving those who want to work of an opportunity to do so.
2. The 100% Federal financing of child care for low-income families, which eliminates the most important barrier to state and local action.
3. The Federal power to override unreasonable state and local standards. I would argue most strenuously, however, that the Congress should not attempt to set standards in the legislation. Similarly, the extensive definitions of types of child care are likely to be counterproductive and to prevent the development of an effective child care system.
4. The authority to finance construction, although I would suggest that this authority should be immediately available.
5. The financing system which makes funds immediately available without further appropriation action.

The most basic problem I see in S. 2003 is that it may well lead to a proliferation of Federal systems for financing child care rather than to the establishment of a rational system as contemplated by the Comprehensive Child Development Act.

The latter authorizes Federal financial support to State and local child development councils. These councils would then operate directly or contract for all day care, child development and related programs in their area. All of the services contemplated under S. 2003 are also eligible for financing under the Comprehensive Child Development Act. However, that Act is intended to be broader in that it contemplates financing (a) portions of the cost of service to higher income families and (b) costs for children who need services irrespective of whether their parents are working.

If both Acts pass the Congress this year, we will be faced with a situation in which there are *seven separate authorities* for financing child care for a low-income working family. Chart "A" shows the characteristics of those seven systems. It demonstrates that the range of Federal reimbursement for the same family ranges from zero to 100%; that funds may flow to Federal, state, and local agencies or to individuals, but without any Congressional guidance as to what constitutes the most appropriate channel. I suggest that the results are likely to be confusion and chaos-competition among agencies-and either an actual retardation in the development of child care or a total State and local withdrawal from concern with the provision of child care.

It is my belief, however, that by a few modifications of S. 2003 this committee can both create an orderly system for Federal financing and assure that child care will, in fact, be available whenever it is necessary. I recommend that these modifications include the following:

1. An administrative linkage should be created between the Corporation and Health, Education, and Welfare. This can be accomplished by requiring that the Director of the Office of Child Development (who because he is also the Chief of the Children's Bureau must be a Presidential appointee subject to Senate confirmation) also be the Chairman of the Corporation Board.
2. A uniform Federal rate of financing at the 100% level for low income working families with uniform eligibility rules and fee scales set by the Federal government. These should take into account family size and area differences in cost of living. There should be a singular fee, regardless of the number of children receiving care on the family.
3. Federal financing should be totally through grants and contracts to organizations, rather than to individual parents or through the use of income exemptions.
4. The Congress should establish a clear set of priorities as to which organizations are to receive funding for child care along the following lines:
    (1) First priority to local child development councils approved by Health, Education, and Welfare

(2) In the absence of local child development councils, funding to State child development councils; or, in their absence, to other State agencies

(3) The Federal Child Care Corporation where, after consultation with the Secretaries of Labor and Health, Education, and Welfare, the Corporation determines that local and state agencies are failing to provide an adequate quantity or quality of child care. It should be clearly understood that the residual responsibility is with the Corporation and that it is expected to act promptly where it believes that local and State governments will fail actually to provide essential child care.

5. The Congress should require the Secretary of Health, Education and Welfare and the Corporation to agree on and promulgate common standards including provisions for parent participation. I strongly recommend that the Congress not attempt to set standards in the law.

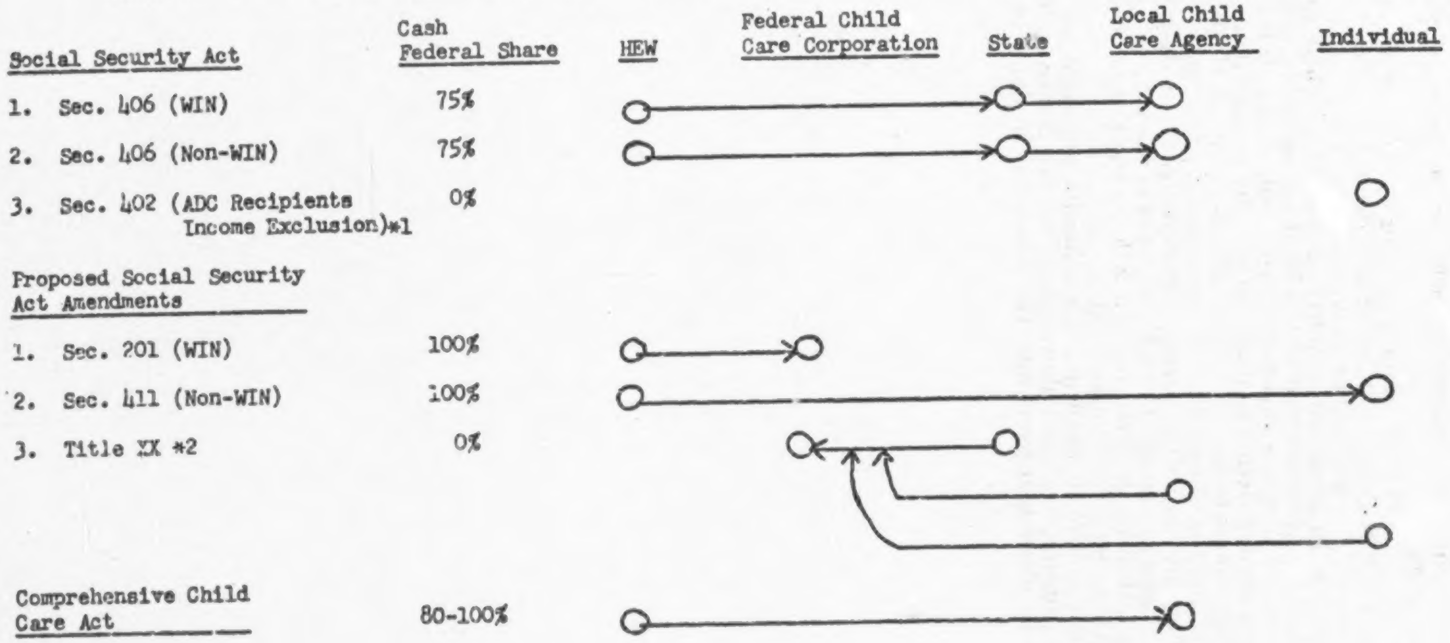
6. Any benefit or authority available to the Corporation should also be available to local or state authorities.

The resultant system of financing is graphically presented on Chart "B". Following the principles outlined above would require numerous language changes. We would be pleased to work with the committee in developing such changes.

CHART "A"

FINANCING OF CHILD CARE
UNDER S.2003 AND THE COMPREHENSIVE
CHILD DEVELOPMENT ACT

(NOTE: If these two acts pass in their present form, seven separate systems will be available for financing child care costs for the working low-income family. See Chart "B" for a proposed simplification.)



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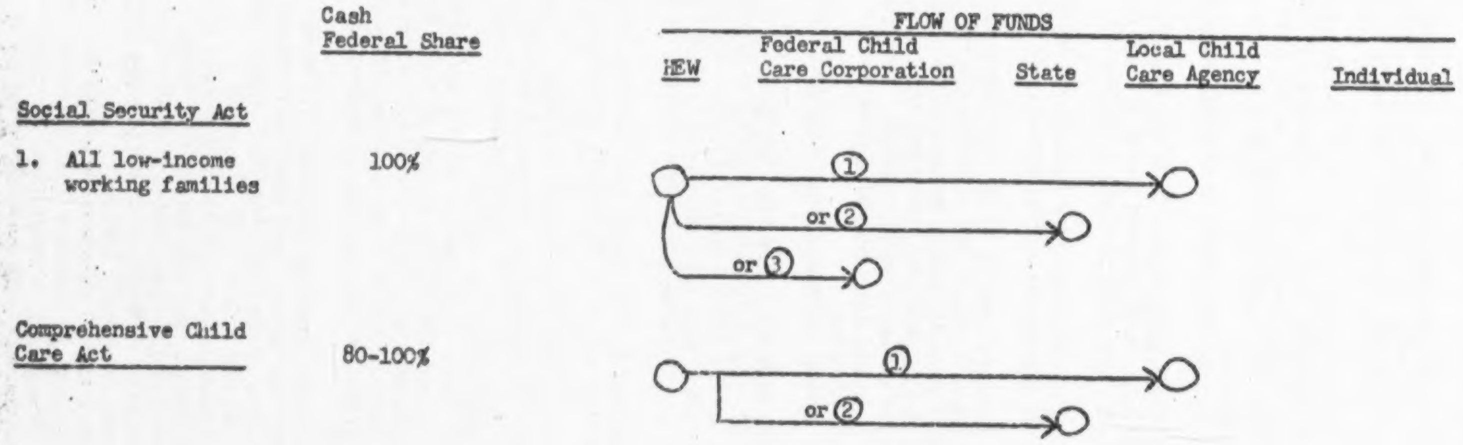
*1 - Up to 100% of costs incurred for child care can be excluded from calculation of income.
*2 - Title XX creates a revolving fund which must recover all costs either from other public funding or private sources.

CHART "B"

PROPOSED SIMPLIFICATION



(NOTE: Circled numbers indicate priority of choice. If HEW and the Corporation determine that local agencies can provide care, money goes directly to them. If not, then to State. If not by the State, then provided directly by Federal Child Care Corporation.)

Prepared Statement of Evelyn Barnes, Bridge, Idaho*

I, Evelyn Barnes, a citizen of the United States, a resident of Bridge, Idaho, county of Cassia, state of Idaho, wife of Paul Dean Barnes, mother of four children, and former Headstart teacher's aide, make this statement to the members of the Senate Finance Committee at the hearings on Senate Bill S2003.

Whereas, I had made arrangements to travel to Washington, D.C. to testify at the public hearings on this bill, but was informed by the office of Senator Len B. Jordan after contact with Senator Long's office, that I could not have a place on the Agenda, I sent this statement to you in lieu of the opportunity for personal testimony denied me.

Specifically, I object to Senate Bill S2003 in the following grounds and for the following reasons:

1. *It creates a monopoly.* The bill provides (Title 11, Page 2, Line 21) that Social Security benefits for child care shall be paid "only if such services are provided through the Federal Child Care Corporation, a corporation whose creation is authorized by the bill.

This is pure monopoly. This discriminates against all persons and groups now offering private day care. It discriminates too against parents who care for their own children themselves.

2. *It endangers Social Security benefits of the aged and the physically disabled.* To pay, as the bill provides, Social Security monies for the child care of the offspring of young, able-bodied parents, would weaken the already endangered Social Security structure on which the physically disabled and aged now depend.

3. *It increases the danger of a "population explosion."* The bill relieves parents of the care of their children from age Zero, and creates an incentive for unresponsible persons to have additional offspring.

4. *The authorization of almost unlimited and undefined training funds is open-ended.*

Senate Bill S2003 simply calls for "personnel training" money in (Page 4, Line 22 and Page 5 Lines 1 to 3) "such amounts as may be necessary (but not in excess of $25 million in the case of the fiscal year ending June 30, 1972.)"

There is no mention of what type personnel is to be trained, in what skills, by whom or where. It is not even specified that the training be in child care and related matters.

This $25 million authorized for the fiscal year ending June 30, 1972, could be spent in exactly the same way the vast Headstart supplementary training monies were spent in 1970 and 1971, since the new Federal Child Care Corporation would be advised by the Secretary of Health, Education and Welfare, who has officially okayed Headstart's program of personnel training, and who with Dr. Edward Ziegler, who has also approved the Headstart training program, are in charge of all childhood activities of the nation.

The new Federal Child Care Corporation having no facilities or buildings or staff for personnel training and $25 million to spend in the few months remaining before June 30, 1972, would doubtless take advantage of the opportunity that has been built into the Bill (page 23, line 4) that says the corporation may "cooperate with any organization, public or private, the objectives of which are similar to the purposes of this title."

Since Headstart is already training personnel to work with pre-school age children, it would be only the natural and seemingly efficient thing for the Federal Child Care Corporation to look to Headstart under this provision for personnel training at their already established 12 centers.

Whether or not the corporation's board decided to take advantage of the Headstart personnel training centers, the Bill leaves the "training" of personnel open for invasion by the revolutionary type propagandists who operate in a not very subtle way but are extremely difficult to dislodge once they have gained entry into the program, as I can personally testify.

As a Headstart teacher's aide, I received personnel training at the University of Kansas, Lawrence, Kansas, in January and February of 1970, in what was termed the Headstart Leadership Development Program. This program illustrates exactly and definitely what can happen to an early childhood personnel training program that is held under the auspices of Elliot Richardson, secretary of the Department of Health, Education and Welfare, and Dr. Edward Ziegler, director of the Office of Child Development.

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*Attachments to this prepared statement were made a part of the official files of the Committee.

At the Headstart Leadership Development Program:

I was taught to dislike the "establishment".

I was required to undergo Sensitivity training under the euphemistic name of T-Group Therapy.

I was taken at government expense to hear a three hour, hate filled lecture by Dick Gregory.

I was taken at government expense to hear Father Groppi, and Dr. George Wiley; and I was told I was required, and I did hear, Sol Alinsky as part of my training.

I was told, "If you don't want to riot right in your own community, fine, but you still have the power because you are part of a powerful organization. You can use the threat of a riot right in your own community, because there are riots going on elsewhere."

I was told by the head of the school that I was brainwashed because I believed in the U.S. Constitution.

I was told there would be a Revolution by the head of the school, and that after the Revolution I would be obliged to do "as we tell you to".

The above are only a few of the un-American doctrines I received at the $15 million dollar Headstart Senate authorized training session, which has the full approval of both Secretary Richardson and Dr. Ziegler.

The full and day-by-day details of my training at the Headstart Leadership Development program are included in my notarized affidavit, which is attached, along with the so-called investigations that Headstart made of itself, and my answers to the same, which provide a study in how difficult it is to dislodge and root out this kind of training.

I have complained about this training to my Congressmen, who asked for the investigations. I have complained to the Secretary of Health, Education and Welfare, and even to President Richard Nixon, the man who would be in charge of appointing the Federal Child Care Corporation's board of directors. Yet none of these persons has seen fit to in any way change the training. That is why I was so desirous of going to Washington and giving my testimony in person to the members of your Committee, for I feel this type training endangers the safety of the Nation, and that even more of it might well be unknown to you gentlemen, financed through this Bill S2003.

I object to the establishment of the Federal Child Care Corporation because:

5. *It would make it extremely difficult for anyone who disliked its operations or was harmed by them, to seek change or redress.*

The Corporation, the Bill says could "sue and be sued" (page 19, Line 23), but it further states that "no attachment, injunction, or similar process, meane or final, shall be issued against the property of the Corporation or against the Corporation with respect to its property."

Thus, the Corporation would not really be responsible to the parents. Redress could not be had in the case an injury or death should occur due to corporate negligence.

6. *Extremely small Board of Directors.* The three member Board does not provide for enough variation in viewpoint in a Corporation designed to care for so many millions of pre-school children. And with appointments to be made by one person only, viewpoints could be strictly limited even among the three.

7. *One Man Control possible as in a Dictatorship.* I object to the clause (page 7, line 22) "Vacancies on the board shall not impair the powers of the remaining members of the board to exercise the powers vested in, and carry out the duties imposed upon the Corporation."

In the event the President would delay making appointments, the Corporation could be run by just one person. Thus Senate Bill S2003 could set up the machinery for the control of American youth, as in a dictatorship.

8. *Appointments to the Board do not need to be approved by the House or Senate.* The Bill states the President of the United States is to appoint the three Board members. However, in view of past appointments by this and past administrations, there is no knowing what types of persons would be appointed. Confirmation by at least one house of the Congress is just as important in a position controlling American youth, as in a Supreme court appointment.

9. *Fantastic Financing.* I object to the intimation that the Corporation would be self supporting, and that it would be able to pay back the $500 million dollars "loaned" to it by the Government.

$500 million seems like a lot of money. Divided among the approximate 49,474 communities in the 50 states, it works out to $10,163 average for each community, barely enough to hire two employees, but not provide for housing, food or supplies for the children, or any administrative costs.

Of course there would be the fees from Social Security for child care. However, it is unreasonable to expect that Social Security would be able to advance the entire cost of desirable child care which the Senate Finance Committee has set as $2,320 per year, which is in excess of the sum many elderly couples now receive for their entire living costs. But there would be some fees from Social Security, and some from parents.

As for parent fees, a mother with two children would be obliged to pay $4,640 per year to cover costs, which is more than the average working woman earns, so it is unrealistic to expect this amount. Mothers having but one child might be able enough to pay the entire fee covering basic costs, but not enough extra to make up for the deficient payments of other groups. So it appears the Federal Child Care Corporation would be in financial trouble right from the start.

10. *$250 Million in Bonds* Additional funds for the Corporation would be received from the sale of Bonds secured by the Corporation's assets. But as the Corporation starts with nothing and the $500 million from the Government is a "loan" that has to be repaid and will be needed for immediate operating, it would not have sufficient assets to cover the bonds.

The bill further states (Page 6, line 24) that "Any such bonds are not and shall not for any purpose be regarded as obligations of the United States.

This presents a problem that would perplex the Supreme Court. Can the Congress create a corporate monstrosity, authorize it to do business with a Board appointed by the President of the United States, and not be responsible for its acts and its debts?

11. *Lack of Specific Regard for the Children.*

No mention is made in Senate Bill S2003 of the most important thing: *what the children are to be taught.*

They will be taught something, whether by intention or not—for in the first year of life a child learns more than at any other time, and the years between one and six are also a time of vast and accelerated learning. What is learned during these years, determines to a large extent the future happiness of the child—yet Senate Bill S2003 makes absolutely no provision for this.

Senate Bill S2003 leaves the children vulnerable to the many varieties of "experts" now abroad in the land—to the far-out psychologists with doctorates whom the Hon. John R. Rarick of Louisiana described in the Congressional Record, September 4, 1969 as recommending in a convention panel "sexual play in preadolescent children" and envisioning "sexual playpens" in nurseries.

It would leave the children who are too young to protest to the mind-manipulation devices of some eminent psychiatrists; to the administrations of the behavioral drug experimenters; to the social planners who want to create a docile "one-world" citizen without the traditional American morals; to the Humanists who want to prove man is an animal and there is no God—and the not very tender mercies of any other experts who might be in ascendancy.

Children are precious individuals. Senate Bill S2003 leaves them as objects to be manipulated. Mother may not have a doctorate, but her child is safer in her arms than anywhere else.

In sum, I am unequivocally opposed to Senate Bill S2003 as it now stands, or with any amendments or changes that may later be added.

Prepared Statement of the American Optometric Association on S. 2003, "The Child Care Services Act of 1971"

The American Optometric Association appreciates this opportunity to submit its comments on S. 2003, "The Child Care Services Act of 1971," a bill which will create a separate "Federal Child Care Corporation," by amending the Internal Revenue Code of 1954 and the Social Security Act.

AMERICAN OPTOMETRIC ASSOCIATION POSITION

Because optometry recognizes the critical need for adequate child care services and the need to better organize the various, fragmented child care programs, we approve of assistance to low-income families to meet the cost of child care "when such services are necessary to enable an adult member of a family to engage in employment" and to provide such services where they do not already exist.

We also approve of the proposed bill's attempt to provide more than mere custodial care, but also render educational and recreational services to disadvantaged children. Finally, we agree that the implementation of the program should involve the government, the community, and individual parents, thereby making the proposed corporation a co-operative effort.

However, the American Optometric Association believes that health services, and specifically optometric vision care services should receive a higher priority in S. 2003. On the other hand, we are relieved to read under SEC, 2019(a), page 33, lines 17 through 23:

"The Corporation is authorized to enter into agreements with public and other nonprofit agencies or organizations whereby children receiving child care provided by the Corporation (whether directly or through arrangements with other persons) will be provided other services conducive to their health, education, recreation, or development."

The American Optometric Association strongly recommends that vision care be one of the health services provided because the educational and recreational development of any child is so intrinsically related to proper vision.

VISION AND LEARNING

Good vision care is vital to the intellectual and social development of American children and should be given high priority in any child care service, but especially in an undertaking so ambitious as a "Federal Child Care Corporation." Vision is at the heart of the learning process, and any impairment of this precious resource can seriously impede a child's learning and maturation process.

Because reading is the primary educational skill, it is estimated that over 80% of all learning takes place through the visual process, resulting in a direct relationship between reading skills and adequate vision. Yet, millions of children suffer from child related visual defects such as binocular visual impairment, amblyopia or lazy eye blindness, strabismus (cross vision), and unsatisfactory muscle coordination all of which, if undetected and untreated, have an adverse effect upon his reading skills and, consequently, his educational development.

Proper binocular or two-eyed vision is especially critical for the achievement of a child's maximum reading potential. Binocular vision allows the child to see with both eyes at the same time and to fuse the two pictures in the brain so that a normal visual impression results. Yet, millions of children, even those with so called "perfect vision" of 20/20 visual acuity, have not learned to maintain binocular visual performance so as to make effective use of the impulse signaled by the eyes to the brain. This impairment, according to a study by the U.S. Public Health Service in 1965, affects 7.4% of the American children at age 6 and grows to 17.2% at age 11.

The American Optometric Association is pleased that under SEC. 2004(d)(3), page 15, lines 15 through 17, it reads: "such (child care) facility provides adequate and nutritious . . . meals and snacks, which are prepared in a safe and sanitary manner." This provision is important because of another child related visual defect called amblyopia or what is commonly known as "lazy eye blindness." This visual defect, often is the result of nutritional deficiencies and therefore prevalent in economically and socially deprived areas, and leads to a general dimming of the child's vision. Unfortunately, it occurs without any external manifestation so, unless a child's behavior is radically affected, it usually is undetected until it reaches an advanced stage. An article in the *American Journal of Public Health* in 1965 estimated that amblyopia may affect as many as 6% of all American children, with the majority affected being of a pre-school age.

These particular disorders do not necessarily have to result in the tragedy of impeding a child's educational and social development. All of these visual disorders, if detected early, can be permanently corrected or at least ameliorated by the techniques and devices of modern visual science.

And, the earlier these disorders are detected the better. Since most of the children receiving child care services under the proposed program will be under school-age, it is imperative that they receive at least a routine eye examination during these critical years. In fact, Dr. Alden N. Haffner, the Executive Director of the Optometric Center of New York, dispelled a number of eye-care myths in the April 1968 issue of *Pageant*, such as: "A child's eyes should be examined at age 6." Dr. Haffner corrects this false assumption by responding: "A child should have a thorough eye examination at age 3 or 4, when many defects are easiest to correct." It is well known in cases of childhood strabismus or cross vision that, where such disorders go undetected, surgery is usually required, but where there is early detection, the application of visual training techniques by an optometrist can permanently correct such disorders without the costly and dangerous necessity of surgery.

The profession of optometry has long pioneered in the area of learning theory as it relates to visual disorders and from this long involvement has developed techniques and instruments to correct these damaging defects. In the field of orthoptics, optometrists have been able to secure normal binocular vision through the utilization of orthoptic exercises in which ocular muscles are exercised by means of prisms to correct visual deviations. Through the use of visual training techniques developed by optometry, individual optometrists have been able to permanently rectify unsatisfactory conditions of muscle coordination in child vision. In detecting amblyopia or lazy eye blindness, optometrists have been able to correct by the application of visual training techniques and, in those advanced cases, to at least ameliorate the disorder by the prescription of proper lenses.

The tragedy, then, of child visual disorders and their consequent effect upon learning and development, lies not in the fact that they can be detected and corrected, but in the fact that, for millions of American children such disorders go *undetected*, particularly in children of pre-school and early school ages and especially in children from economically and socially deprived circumstances. And, although the tragedy is an individual one for the particular child suffering from a visual disorder and stunted development, it is easily translated in a larger social tragedy when millions of children experience the frustrations of impeded intellectual and emotional development. For the child or youth hampered with a vision problem which adversely affects his ability to read or learn becomes frustrated, and more often than not, he vents this frustration on his teachers, school, parents, community and general society. It is not coincidental that up to 80% of delinquents and semi-delinquents studied by the 1960 White House Conference on Children and Youth had learning difficulties, especially in reading, and poor vision was found to be a contributing factor in 50% of these cases. Nor is it coincidental that the same White House Conference found that the inner-city ghetto children appeared to have a much higher—in some studies almost twice as high—incidence of learning disabilities, perceptual difficulties and developmental visual problems than do the more advantaged children in other parts of the city.

Clearly, the dimensions of childhood visual disorders represent a challange to all Americans. If it is acceptable to state that every American has a right to adequate health care, then it should be acceptable to state that every American child has a right to adequate health care which increases the chances of attaining his educational potential. Where anything interferes with this attainment, a child should have a right to services which can correct such interferences.

The American Optometric Association feels that general vision care services and the correction of visual disorders should be given a prominent position in any specific child care service, and since the profession of optomerty is the primary provider of vision care for 90% of the American people, we stand ready to assist in this regard. We recommend the following amendments to S. 2003, "The Child Care Services Act of 1971."

RECOMMENDATIONS

(1) That services provided by the facilities of the proposed Corporation should include health services, and that these services should, in turn, include vision care, including preventive vision care and treatment for severe handicaps related to the visual process; and that such services may be provided by either an optometrist or a physician skilled in the diseases of the eye.

(2) That the number of individuals on the proposed National Advisory Council on Child Care should be expanded to include at least one representative from the primary health care professions recognized by the U.S. Office of Education: physicians, dentists, optometrists, osteopaths, and podiatrists.

(3) That research and training grants awarded under this legislation should specifically include the study of functional visual disorders and subsequent learning problems.

(4) That experts and consultants hired by the proposed Board should include an optometrist.

(5) That the observation of a child's visual condition should be specified as an integral part of the daily health evaluation of each child and should be noted as part of the child's health record.

Prepared Statement of Marian Wright Edelman, Washington Research Project Action Council

Mr. Chairman and members of the committee: I am pleased to have this opportunity to submit a statement on child care legislation on behalf of the Washington Research Project Action Council, a public interest group which places particular emphasis on the issues of education, poverty and race, especially as they relate to children. Like more than forty national child development and education groups, civil rights and community organizations, labor unions, church groups, women's organizations, mayors, and citizens groups, we have been working actively for legislation which will significantly expand quality comprehensive developmental child care programs for children and families who need them. The growing number of working mothers, the expanding evidence of the critical importance to human development of early childhood years, and the increasing demands for employment of welfare recipients make it imperative that we do so.

Your Committee's hearings on child care demonstrate your awareness of the urgent need for expanded services and facilities, and the Chairman's legislative proposal, S. 2003, recognizes that this need exists at every income level. Few families can afford the high costs of quality child care programs without some form of assistance not presently available to them. But even those parents who do have the resources, whether from public or private funds, often cannot use the money because there are no quality programs for their children. Others use the money for custodial care which is often more destructive than beneficial to the child's development.

While commending this Committee for its recognition of the need, I must raise the most serious questions about the manner in which the legislation before you would attempt to meet that need. We are persuaded that the comprehensive child development legislation passed by the Senate on September 9, as section 6 of the Economic Opportunity Act (S. 2007) is a far better approach, and one which serves the best interests of children and families. We appreciate the Chairman's support, as well as that of many other members of this Committee, in the successful effort to defeat a series of crippling amendments to S. 2007 which were offered on the floor of the Senate.

Last winter, the White House Conference on Children declared as the number one priority among child-related issues for this decade:

"... that the Federal Government fund comprehensive child care programs, which will be *family centered, locally controlled,* and *universally available,* with initial priority to those whose needs are greatest. These programs should provide for *active participation of family members in the development and implementation of the program.* These programs—including health, early childhood education, and social services—should have sufficient variety to insure that families can select the options most appropriate to their needs. A major education program should also be provided to inform the public about the elements essential for *quality in child care services,* about the *inadequacies* of custodial care, and the nature of the importance of child care services as *a supplement, not a substitute, for the family as the primary agent for the child's development as a human being.*" (Emphasis added.)

We believe that the Senate passed S. 2007 is a major step toward meeting this number one priority for the seventies. We doubt seriously that S. 2003 ever could. On the contrary, S. 2003, by its very design, is antithetical to many of the key elements in the White House Conference recommendation. There are very real dangers that—

It would remove parents from the lives of their children at a very early age, and separate children from their families even sooner than our society already does;

It would stifle the development of our very youngest children by placing them in custodial care;

It would discourage the socioeconomic diversity which is beneficial to children of all races and economic levels;

It would turn our children over to franchisers and proprietors who see day care as a new means of making profits.

Theoretically, a Federal Child Care Corporation could fund developmental as well as custodial care, and community as well as proprietary programs. But the dangers of less than adequate, if not child-damaging, day care programs are so inherent to the bill as to argue against its enactment. I would like to discuss several of the elements of S. 2003 which are the basis of our fears and opposition.

FINDINGS AND DECLARATION OF PURPOSE

Section 2001 virtually ignores the children whom child care legislation should be designed to serve, and wrongly places total emphasis upon the work status of their parents. For example, "the present lack of adequate child care services is detrimental . . . in that it limits *opportunities of parents* for employment or self-improvement" (Sec. 2001(a)(1)). "Low income families and dependent families are severely handicapped in their efforts *to attain or maintain economic independence*. . ." (Sec. 2001(a)(2)). "Many other families, *especially those in which the mother is employed*, have need for child care services . . ." (Sec. 201(a)(3)).

While it is certainly true that the demands for day care are skyrocketing in part because of the needs of working parents, it is essential that any legislation designed to provide child care services have as its primary emphasis and purpose the developmental needs of children. To rephrase the findings of S. 2003, the present lack of adequate child care services is detrimental because it limits the *opportunities of children* to develop physically, intellectually, and socially. Low income families and dependent families are severely handicapped financially in their efforts *to provide for the developmenal needs of their children*. And, many other families, *regardless of whether or not the mother is employed*, have need for child care services.

I doubt seriously that any piece of legislation which has as its primary purpose putting low income mothers to work, and making it easier for other women to work, can truly benefit children. There are other elements in S. 2003 which demonstrate that this is certainly the case with the legislation before you today.

NO ASSURANCES OF DEVELOPMENTAL PROGRAMS

While Section 2020 lists a wide variety of child care services and facilities, including several which are "established and operated primarily for educational purposes to meet the developmental needs of the children enrolled," there are no requirements that all programs funded under the act be developmental. Moreover, there is no recognition of the fact that early childhood development has educational, social, nutritional, physical, and psychological components. The standards established by Section 2004 deal with little more than facilities, the health of children when they enroll in the program, and emergency first aid treatment. The only standard which relates directly to the quality of the programs offered is the ratio of children to staff, and that standard is totally inadequate. At a minimum, any standards for child care must begin with the Federal Interagency Day Care Requirements of 1968 and build from there. Further, while we are deeply concerned about the proposals which have been made by the Office of Child Development to weaken the existing Interagency Requirements, we seriously question the wisdom of trying to enact standards on the floor of Congress.

The lack of any positive standards to encourage developmental services, combined with the provisions of S. 2003 which would require projects to meet operating expenses from fees, almost assures custodial care, especially for children from low and moderate income families. Comprehensive developmental programs are expensive—$2300 for a preschool child, according to figures released by the Office of Child Development several years ago. We have no confidence that the amount of money which would be available under Title IV to pay fees for children of welfare recipients or to subsidize fees for low-income working mothers would ever be adequate to meet those kinds of operating expenses. Only the wealthiest families could afford the costs of truly comprehensive care, and once again, poorer children would be segregated in second-class facilities—or worse.

NO PARENT INVOLVEMENT

One of the most serious dangers in the move toward child care on a national scale is the very real possibility of removing parents' control over the lives of their own children. If child care programs are to support families, rather than substitute for them, then parents must be directly involved with their children in the day-today activities of those programs. Even more importantly, they must have decision-making roles in the planning, staffing, and operation of the programs in which their children are enrolled. S. 2003 does no more than provide opportunities for parents to "observe" their children and "consult" with the staff. The Board of Directors of the Corporation would have no parent component; the requirements that some members of the National Advisory Council be "representatives of consumers of child care" does nothing to insure meaningful parent participation even in the advisory body, especially with the totally unacceptable restriction of participation of representatives of "recipients of assistance" to one individual. But most seriously, there are no requirements in the bill for parent boards or councils at the level of individual projects, where parental involvement in decisions is essential.

ENCOURAGEMENT OF PROPRIETARY RATHER THAN COMMUNITY-BASED NONPROFIT CARE

While nothing in S. 2003 would automatically preclude funding of community-based child care programs, and in fact there is specific language to allow such funding, we doubt seriously that many programs organized by community or parent groups, especially in low-income areas, would emerge under this proposal. The fact is that few such organizations have the resources to sustain decent child care programs without direct public financial assistance for operating expenses. There is very real danger that the entire corporate mechanism would encourage the development of large-scale proprietary day care. The scandal of proprietary nursing homes which developed after enactment of Medicare and Medicaid should make this Committee extremely wary of any legislative proposal which would open the doors for a repeat performance, especially where our most valuable and vulnerable resources—our children—are involved.

A CORPORATION AS THE MECHANISM FOR DELIVERING CHILD CARE SERVICES

Even if this Committee could amend S. 2003 to meet the serious problems already cited—to refocus the legislation on the needs of children, to assure comprehensive developmental services, to put parents into decision-making roles at every level of the delivery system, and to exclude proprietors in day care—I would still raise the most fundamental objection to the basic concept of the bill, a quasi-public corporation as a mechanism for delivering child care services.

There may be good reason for establishing such a corporation to deal with technological matters such as communications satellites or public broadcasting. The nature of legal services argues in favor of a corporation separate from the other functions of government which a legal services officer may be required to challenge. But there is little logic in separating child care from the other government services to children—education, health and nutrition, social services—with which child care programs must be integrated or closely coordinated. Furthermore, responsibility and accountability for child care programs must be placed where parents have the greatest access and influence—in the hands of locally elected officials rather than a Presidentially-appointed national board of directors.

The Senate has already given its overwhelming bipartisan support to a Comprehensive Child Development program delivered through a system of local prime sponsors, which would provide for the coordination and integration of all child development programs. Rather than establishing a competing mechanism for the delivery of child care services, we urge this Committee to focus its legitimate concerns about child care on legislative changes in the Social Security Act to assure that services provided welfare recipients will be the comprehensive development services authorized by Section 6 of S. 2007.

WESTCHESTER COMMUNITY COORDINATED CHILD CARE (4–C) PROGRAM,
White Plains, N.Y., September 24, 1971.

Re HR–1 The Welfare Reform Act.

Hon. RUSSELL B. LONG,
Senate Committee on Finance,
Senate Office Building,
Washington, D.C.

DEAR SENATOR LONG: I am writing on behalf of the Westchester County 4–C organization, a coordinating and planning body for child care in the County, to submit this organization's comments about the child care provisions in HR–1 and provisions that relate to present or potential day care families.

There are several aspects of the bill which we feel deserve merit. We applaud the fact that this bill recognizes day care as a necessary service and releases funds for it. We are pleased to see that the federal government recognizes the weaknesses in the present welfare system and the need to see this system changed. In this regard, too, we praise the fact that HR-1 recognizes the family unit by not penalizing families in which the father is present.

We are greatly concerned, however, with other provisions in HR-1 and feel that, in balance, these negative features are overriding considerations. We oppose this bill for the following reasons:

1. The allotment of $2400 for a family of four is too low, especially so because it includes rent expenses. In addition, there is no recognition in this flat amount of differing costs of living throughout the country and there is great danger that states will not allocate appropriate amounts to allow for necessary increases. There is nothing in HR-1 which requires the states to do this and, in fact, those presently providing more than $2400 per family could now cut back to this amount under the provisions of this bill. Furthermore, there is no provision for increasing the minimum $2400 level in time to come.

2. Mothers should have the option to go to work; they should not be required to do so as HR-I provides (for mothers with children over 6, or after 1974, with children over 3). Whether a mother goes to work or not should be based on the mother's ability and readiness for work, the needs of the family and individual interests. These factors do not necessarily depend on the age of the children although the provision that would be effective in 1974, that mothers of children over three years old should work, is especially punitive.

3. Under the provisions of this bill, there is some ambiguity about whether a mother who has to go to work must use a federally sponsored child care program for her children. If so, this once again removes all freedom of choice.

4. The amount allowed for child care of approximately $800 per year per child is much too low for a quality child development program. While we realize that some of the total appropriation would be for the after-school care (which is less expensive than all-day care and this would allow slightly more money for the all-day care), and we realize too that there are regional variations in cost, the total amount appropriated is still so far below the $2000 to $3000 a year per child required for a child development program that it defies serious consideration. Where would other funding be obtained? Implicit in the total appropriation for child care is a lack of recognition for the kind of service day care really is and can be, and therefore, a lack of concern for the child's needs. It is imperative that a comprehensive child care bill is passed, for there is nothing in HR-1 which could substitute for the need for such a bill.

5. There needs to be substantial clarification of the administrative structure of HR-1. This should begin at the federal level since there are several federal agencies involved with administering the provisions of this bill. In addition, there is no clear definition of administrative structure at the local level.

The Department of Labor is given the major responsibility for day care in this bill. This fragments the responsibility of the present Office of Child Development and, in addition, makes enormous problems in local administration.

6. There should be some restrictions on funds being used for proprietary day care, which should at the least, be allowed only when a non-profit facility is not available, as the law of New York State (passed in 1971) now reads. It would be a serious problem if the provisions in HR-1 were to supersede such state laws and state licensing requirements.

We realize that the President has requested deferment of action on HR-1 for a year. Nevertheless, we want to forward our comments and views on this bill now so they can be given every consideration whenever discussions resume.

Enclosed is a list of the organizations which are members of 4-C and a list of its Executive Committee which has requested that I forward these comments.*

Sincerely yours,

Mrs. JOHN G. KIRK,
Chairman, 4-C.

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* The lists referred to were made a part of the official files of the Committee.

WESTCHESTER COMMUNITY COORDINATED CHILD CARE (4-C) PROGRAM,
White Plains, N.Y., September 24, 1971.

Re S2003—The Child Care Services Act of 1971.

Hon. RUSSELL B. LONG,
Chairman, Senate Committee on Finance, Senate Office Building, Washington, D.C.

DEAR SENATOR LONG: I am writing on behalf of the Westchester County 4-C Organization, a coordinating and planning body for child care in Westchester, to oppose S2003, the Child Care Services Act you sponsored.

We strongly oppose this bill for the following reasons:

1. The standards proposed in the bill for child care are too low, far lower than we have in New York State and many other states. The staff-to-child ratio is too low, the description of "qualified persons" to work with children is not clear and is not adequate. There is nothing in the bill that suggests quality care for children such as has been provided through Head Start programs.

2. The Corporation of just three men is too small a group to be representative and to have the responsibility for administering a nationwide program. The provision for new local corporations seems to replace existing organizations and does not promise a workable substitute. There seems to be no coordination in the bill provided between present federal and state agencies and the proposed new corporation.

3. There is not adequate involvement described for parents in the programs and on the national advisory board. We strongly oppose this omission.

4. Overall, the bill is a backward one, because it would set the standards for day care and child development programs back considerably.

We urge that this bill not be acted on and that another comprehensive child development bill be given full support instead.

Sincerely yours,

ELEANOR H. KIRK, Mrs. John G. Kirk,
Chairman, 4-C Westchester.

Prepared Statement of the Bureau of Children's Services, New Jersey Department of Institutions and Agencies, Submitted by Henry R. Hollender, Chief

Since inherent in quality day care programs are values for all children, it seems wise and expedient that our government should lead the way in making day care available *to all* children regardless of economic and social background and to every community, rural and suburban, with priority extended to those whose need is greatest. A comprehensive, universal plan for child care is desperately needed in our country today, not only to aid in solving its welfare problems but also to ameliorate its class and social problems. Instead of the segregation now perpetuated by the limitation imposed through the present tie-in to the AFDC program, children representing a broader cross-section of society should develop early in life an understanding and appreciation of people regardless of obvious differences.

While Bill S. 2003, the Child Care Service Act of 1971, establishes a program of subsidization of child care expenses for low income families not on welfare, it is strongly urged that not only a realistic maximum be set as "low income" but that some measures be included for making all too often essential adjustments in determining eligibility based on income. In view of the cost of quality day care it is recommended that the income limitation on families that may use the income tax deduction for child care be eliminated entirely. The limitation on the tax deduction expenses for each child should be increased to the actual cost. If a limitation is necessary, it should be increased to at least $2,000 per child. The proposed limitation of $1,000 for one child and $1,500 for two or more children does not encourage the use of quality child care which is more expensive.

We commend, as a real step forward, the intent of Bill S. 2003 to increase from 75% to 100% the Federal share of child care expenses for welfare recipients participating in work and training programs, as this too will result in the expansion of day care services. States will more readily participate in a child care program when they are not required to further strain their state treasury. However, it is absolutely necessary that funds also be made available for major renovations and construction.

This lack has been a real deterrent to the expansion of child care facilities under the 1967 Social Security Amendments. Few buildings are adequate themselves for this purpose and few states, local governments or community organizations have sufficient money available for construction or major renovations, especially in the present economic climate.

The present method of providing child care funding on a yearly basis from the Title IV–A funds with the proposal of a ceiling during the last two fiscal years has been very threatening to the stable development of such programs. It is not possible to develop adequate quality programs with the constant threat of the funds being withdrawn. A commitment must be made to finance child care over the next decade at least and not on a year to year basis.

Finally, the plan to establish a Federal Child Care Corporation with the goal of expanding child care services for preschool and school-age children so that they are available throughout the nation to the extent that they are needed is commended and endorsed if it means that quality child care is to be available in the same manner to all children. A commitment to provide adequate federal funds must be made if such a Corporation is to operate successfully. Such an all-inclusive plan presents child care in a democratic manner in keeping with the philosophy of our country. It recognizes the need of most children for developmental child care whether the mother is employed, in training, or in the home. The emphasis in such a plan is on the child, which is appropriate in a child centered society such as ours.

Prepared Statement by Barbara M. Morris, Ellicott City, Md.

It is an inescapable observation that laws written today are often drafted in a style that obscures intent and purpose in vague phrases and broad generalities and/or omits specific necessary detail. This results, too often, in presumptive misinterpretation that can violate Constitutional rights and freedoms. That the tax burden is usually increased as a result of vague, non-specific legislation is not to be overlooked.

S. 2003 is not an exception to the style of contemporary bill drafting. It is broadly written, open to interpretation, and the intent and purpose of many facets of the bill are questionable.

TITLE II—AMENDMENTS TO TITLE IV OF THE SOCIAL SECURITY ACT

Sec. 201(c)(1) specifies that the federal share of the cost of child care is to be raised from 75% to 100% only if services are provided through the Federal Child Care Corporation. Is it the intent of this legislation to have child care readily available as the need requires, or is it the intent to place welfare children under federal control? Clearly, such a selective stipulation appears covertly coercive.

TITLE XX—FEDERAL CHILD CARE CORPORATION

Finding and declaration of purpose

Sec. 2001(a)(4) declares that Congress finds that there is presently no single agency meeting the needs of the Nation's child care services. Rather than finding this circumstance a cause for concern, it should be looked upon as a desirable lack of centralized control. We often hear from the federal government of the need to "decentralize". Can it be that when government speaks of "decentralization", it really means "decentralized administration of centralized authority"? This bill certainly reflects this philosophy.

Sec. 2001(b) charges the Federal Child Care Corporation with the responsibility of seeing that child care services provided "will be appropriate to the particular needs of the children receiving such services". How are "needs" defined? Who decides what is "appropriate" and how is it decided?

Establishment and organization of corporation

Sec. 2002 establishes that duties and powers are vested in a three member Board, appointed by the President. To determine the salary of the members, reference must be made to section 5316 of title 5 of the U.S.C. relative to Executive Schedule pay rates at level V. Why have the drafters of the bill attempted to obscure the fact that the Board members would each receive a base pay of $36,000 per year? The answer is obvious as the only stated qualifications of requirements for appointment is that the appointees be interested in the welfare of children and support the aims and objectives of Title XX. For $36,000 a year. it should not be difficult to find an individual "interested in the welfare of children" who would perform as a rubber stamp in support of Title XX's aims and objectives.

Sec. 2002(e)(1) gives the Board broad powers to appoint "such personnel as it deems necessary" to be paid without regard to general schedule pay rates. It must be assumed that such flexibility will allow pay rates at a greater rate than those established. What services will such personnel perform that necessitates non-adherence to established pay scales? Further, that all such personnel "shall be appointed solely on the ground of their fitness" certainly requires that "fitness" be defined.

Sec. 2002(3) establishes an Office of Program Evaluation and Auditing "to assure that standards established . . . will be met". This is an example of governmental rhetoric that leaves little to the imagination. That the O.P.E.A. will clearly function as a stern federal overseer and taskmaster, with little left to local control, is obvious.

Duties of corporation

Sec. 2003(a). That it shall be the duty of the Corporation "to meet to the maximum extent economically feasible, the needs of the Nation for child care services" is a poorly disguised federal mandate to intervene in the child rearing process as fully as possible, the only deterrent to be lack of money. Is it reasonable to expect that such is the zeal for government controlled child care that the national debt would be raised to accomplish this goal?

Standards for child care

Sec. 2004(d)(1) is ambiguous in that it requires, then does not require a medical examination of the child before entry into a child care facility if the parents object on religious grounds. If indeed a physical examination were not required, this section would fall very short on meeting minimum health standards. Would children entering a facility not at least be required to be tested for TB or physical or mental impairments caused by nutritional deficiencies? Would hearing or vision tests not be required? Overall, Section 2004 places great stress on the "bricks and mortar" detail of the structure of the facilities, but very little stress on "standards for child care" or the requirements for those who will be caring for the children. While periodic assessments of employees' physical and mental competence will be made, no mention is made of the degree or thoroughness of such examinations.

Physical structure and location of child care facilities

Sec. 2005 requires that "to the maximum extent feasible" location of any facility shall be considered for convenient access to parents and children. Does this mean that children will not be bussed and that racial and social and economic balance will not be assured? Or does the phrase "to the maximum extent feasible" provide the loophole that may require children to be bussed long distances to achieve the mandated level of integration?

Exclusiveness of Federal standards; penalty for false statement or misrepresentation

Sec. 2006 which establishes "exclusiveness of federal standards" is a clear abrogation of the rights of the States. Further, that the States may not institute higher standards than those imposed by the federal government, without a hearing, gives rise to the question: What is more important to the federal government—the welfare of children or the desire for centralized control and power over the lives of the youngest of its citizens?

General powers of corporation

Sec. 2007. This section generally presents a picture of possible and probable violation of State Constitutional provisions and usurpation of local legislative prerogatives, and the question should be asked, from what constitutional authority are the powers of the Corporation derived?

Sec. 2007(a)(3) prohibits the issuance of an injunction against the Corporation with respect to its property. Does this mean that taxpayers and parents cannot seek to lawfully shut down a facility that they believe is detrimental to the welfare of their children or the community?

Sec. 2007(a)(15) grants the Corporation the power to obtain insurance against any liability in connection with the activities of the Corporation. Does such insurance guarantee that child care workers would be immune from penalty for physical and/or psychological harm to children? What insurance is provided to the children and their parents?

Sec. 2007(a)(17) provides that the corporation shall have the power to do any and all things to carry out the purposes of the Title. This is a "blank check" grant of power, subject to broad misinterpretation and subject to serious abuses.

Revolving fund, revenue bonds of corporation, corporate offices

Secs. 2010 through 2012 appear to be designed to bankrupt the taxpayers and provide a "legitimate" tax dodge and financial haven for the wealthy through the sale of bonds. That rates of interest, dates of maturity, etc. are subject to the complete control of the Board, a three man Board that is given the power to remain operative without impairment in spite of vacancies gives rise to the question of the advisability of such autonomous control. That Sec. 2012 mandates the Corporation to establish offices in each major urban area and in such other areas as deemed necessary leads one to suspect that the need for the sale of many, many bonds will be great, and indeed, the yearly financial requests which are established without limitation will be unceasing.

Applicability of other laws

Sec. 2015 establishes the Corporation as a wholly owned Government Corporation, yet provisions of law relating to advances of public moneys and certain other payments shall not be applicable to the Corporation. Why not? Sec. 2015(c) provides that laws relating to competitive bidding shall not be applicable to the Corporation. Again, why not? Does not such a stipulation deny free enterprise? Does it not cater to special interests? Clearly, Sec. 2015 broadens the power and reach of the Corporation considerably, and it is highly questionable as to intent and purpose.

Research and training

Sec. 2017. This section which provides for research and training prompts the question: Has not adequate research already been done? Does the Congress intend to fund a project for which research and experimentation is yet to be conducted? What research has been done that justifies the federal involvement in child care and development? Does not "research" mean that children will be used as experimental objects? Will parents be advised of these experimental situations? Is the Committee aware of the Declaration of Helsinki, Principle No. 5 which states: "Special *caution should be exercised* by the doctor *in performing clinical research in which the personality of the subject is liable to be altered by drugs or experimental procedures*"? What research has been done to show benefit to children raised in situations apart from the family structure? The Committee should bear in mind that in Sweden, which has a system of national child care, the number of teenage suicides is among the highest in the world. Can this factor be attributed to a policy of institutional child care? It appears that in fact there is little evidence upon which the government can justify incursion into the child care business. Sec. 2017(c) provides that the Corporation shall have the authority to conduct "in-service" training in day care services. Will such training include group dynamics or sensitivity training techniques by whatever name, with intent to bring about attitude and value change? If so, change from what to what, and for what purpose?

National Council on child care

Sec. 2018. Through creation of a National Advisory Council, composed of HEW, HUD and others, a vehicle is created to carry out the mandates of the member bureaucracies, in that the Advisory Council is to provide "recommendations" and "advice" to the Board. In short, "HEW, HUD, etc. will propose (as Advisory Council) and the Board will dispose." An ingenious arrangement.

There are many comments that can be made and questions asked about S. 2003 but there are some general questions the Committee should ponder. Has the Committee fully considered the long range implications of the establishment of a federal child care bureaucracy, not just in terms of money, but the impact on the structure of the family? Can the Committee fully articulate the goals of child care and development in terms of the kinds of adults that will result from government controlled, institutional child care? What evidence does the Committee have that government controlled child care and development will be beneficial to the child and family, and ultimately to a free society? Will children raised primarily by para-parents grow into adults in full command of their own psyches and free will? Is the Committee convinced that government controlled child care and development will not produce a robot society?

Is it the business of government to raise or to even assist in the child rearing process? It is not. Let those in positions of power and authority not aspire to be wiser than Solomon nor more omniscient than God. Child rearing is a privilege assigned to parents. The stability and preservation of our society depends on this premise.

Prepared Statement of the League of Women Voters of the United States, Submitted by Mrs. Bruce B. Benson, President

The League of Women Voters of the United States is grateful for the opportunity to present its views on the need for legislation authorizing federal support for the development of comprehensive child care services. The commitment of the Senate Finance Committee to the needs of children is well known, and we commend the Committee for that commitment.

The League believes that the new child care provisions contained in the Senate-passed bill extending the Economic Opportunity Act (S. 2007) are excellent. They meet a variety of criteria that the League deems essential to the development of good child care programs, namely: comprehensive services to meet the child's total physical, intellectual and social needs; priority to children from low-income families and provision of 65% of the funds to underwrite that priority; socio-economic diversity through programs serving the needs of all children; a strong role for parents; protection of ongoing Head Start programs; and local control through the mechanism under which cities of any size may serve as prime sponsors.

The League believes also that S. 2007 as passed by the Senate provides an excellent framework into which special provisions can be built for welfare recipients. We urge the Senate Finance Committee to write language into HR 1 requiring use of funds provided in that bill for child care programs developed under S. 2007. Such language would assure that children of public assistance recipients receive the same quality care that other children receive. Such a meshing of legislative goals—providing quality child care for all children and providing special emphasis and funds for the care of children in families on public assistance—is necessary to insure that children are not "tracked" for life at a very early age. We believe this is the most effective way to help children now in public assistance families develop as self-sustaining and contributing members of our society and to reduce future welfare costs.

We do not believe that the Child Care Services Act, S. 2003, being considered by this Committee, would meet the needs of the nation's children adequately. Because programs under S. 2003 would have to be self-supporting, separate programs would undoubtedly be developed for the rich and for the poor, based on ability to pay. The poor would receive inferior services because of their financial inability to sustain quality programs. We owe it to our young children to provide them the kinds of learning and experiential programs which make equal opportunity a meaningful concept. While we understand the need to keep federal costs down, the area of child care has been so seriously neglected for so long and the needs are so great that federal money must be committed to developing comprehensive child care programs.

We are further concerned that S. 2003 contains no standards for program quality or comprehensiveness of care. We believe that such an omission would lead to hastily established, makeshift custodial programs for poor children that could leave a mark for life.

We are also very concerned that S. 2003 provides no real participatory role for parents, despite much evidence that parental participation is essential for effective child care programs.

We thank the Committee for the opportunity to express our position. Hopefully by working together, we can find ways to create real opportunities for America's greatest resource—her young citizens.

CHRISTIAN SCIENCE COMMITTEE ON PUBLICATION OF
THE FIRST CHURCH OF CHRIST, SCIENTIST, IN BOSTON, MASS.,
Washington, D.C., September 24, 1971.

Hon. RUSSELL B. LONG,
Chairman, Committee on Finance,
U.S. Senate, Washington, D.C.

DEAR SENATOR LONG: We have been following with great interest the hearings your Committee is holding on programs for day care for young children, and would like to offer some comments in a constructive vein on your Child Care Services Act of 1971, S. 2003, and the child care provisions of the Social Security Amendments of 1971, H.R. 1.

H.R. 1 and S. 2003 both create programs to provide care for children of working mothers and other welfare families. S. 2003 includes Federal standards designed to provide health examinations and immunizations for children in centers financed by the Child Care Corporation. H.R. 1, while it does not make explicit provision for such health services, is broad enough to do so through regulations of the Department of Health, Education and Welfare.

Parents who are Christian Scientists would have serious reservations about entering their children in a facility under any program that would subject them to compulsory medical examination, immunization or treatment. For this reason we are most grateful to see that your Child Care Services Act contains (Sec. 2004(d)(1)) a specific exemption for those whose religious beliefs would prevent them from accepting such medical care. Our only comment on this provision is to note that there are some extraneous parenthesis in it on page 15 at line 7, the first parenthesis on line 10, the second parenthesis on line 12 and the one on line 13.

You will recall that the Senate accepted the language of this exemption as an amendment to H.R. 17550 shortly before the 91st Congress expired. The laws of most states have traditionally exempted public school children with religious objections from immunizations and medical treatment.

We would appreciate it if a provision like the one cited above in S. 2003 could be added to the child care sections of H.R. 1. Such an exemption would be particularly vital if the bill is amended in a way that would make child health services a mandatory part of any child care under the Family Assistance Plan.

A provision in H.R. 1 concerns us deeply. Section 2177 (page 384 line 19 through page 385 line 6) requires certain persons to report to Government officials if they believe a child is being neglected by his parents. From experience, we are concerned that over-zealous individuals who do not understand the teachings of our religion and its wide acceptance may believe that such a provision requires them to report to the Government any instance in which a Christian Science parent follows the teachings of his religion with regard to his child's health. Many state child abuse reporting laws have clarified this point by adding a sentence similar to the following one which we suggest as a new subsection (b) to Section 2177:

"Notwithstanding any other provision of this Act, no child who in good faith is under treatment solely by spiritual means through prayer in accordance with the tenets and practices of a recognized church or religious denomination by a duly accredited practitioner thereof shall, for that reason alone, be considered to have been neglected within the purview of this section."

Congress included a nearly identical provision in its child abuse reporting law for the District of Columbia (P.L. 89–775, sec. 6). Again last year Congress included such an exclusion in the definition of "neglected child" in the District of Columbia Court Reform and Criminal Procedure Act (P.L. 91–358, sec. 16–2301(9)).

Let us assure you of our deep and sincere interest in your efforts to uplift the lives of American children, particularly those who need care and attention while their parents are at work.

Sincerely yours,

C. Ross Cunningham,
Manager, Washington, D.C. Office.

To: Senate Finance Committee, U.S. Senate; Russell B. Long, Chairman.
From: Mary A. Hulse, 2336 Northeast 31st Street, Renton, Wash., 98055:

I vote vigorous opposition to *any* aspect of *any* legislation reducing the power of the voice of the consumer relative to the nature of the product presented for his consumption. Therefore, I strenuously reject the concepts of the Long Child Care Services Act (S. 2003). I urge the continuance of the openended Title IV appropriations. Further, I support allocation of sums equal to $2000 per child of the target population per year as base funding for H.R. 1. (700 dollars does not even buy decent babysitting in the custodial sense in our area.) I support HEW (through its 4C's, where they exist) as designated delivery agent for all H.R. 1 Child Care with every possible freedom of choice on the part of client-consumer protected to the fullest.

Child Care is no simple dollars-and-cents proposition. It is a critical investment in the future of our democratic society and of our nation. Short-term, near-sighted objectives cannot contribute positively to the long-range necessity for an informed, involved, effective electorate. Such an electorate begins, or ends, with the kinds of decisions facing your committee in behalf of that electorate, the total population of this country. You will be held responsible.

MARY A. HULSE.

Statement by Mrs. Leon M. Ginsberg on behalf of the Maryland Committee for Day Care of Children

SUMMARY

While Senator Long is to be commended for his commitment to expanded Day Care Services and his understanding of the need for a wide variety of child care services for low income and dependent families, as well as those where parents are gainfully employed, the Maryland Committee for Day Care of Children cannot support S. 2003, as it stands, as the best means of providing comprehensive early childhood programs and facilities. It is with reluctance that we come to these conclusions because there are many other excellent features of S. 2003 such as the increase of the limitation on tax deduction for child care expenses and the increase from $6000 to $12000 on limitation of income for those who may use the child care tax deduction. Our objections are based on the following:

1. While S. 2003 provides for a qualitative increase in services for children, it does not insure the quality of such services nor delivery of those services in conformity with those practices found to be most beneficial for families and communities.
2. There is no provision for input by parents or communities except on a national advisory level, and this proportion designated in Section 2018(a) 3 should be changed to provide more professional expertise to the National Council and to the Board of the Corporation as well as to the centers themselves.
3. There are inadequate provisions for educational services for children.
4. Establishment of an autonomous Federal Child Care Corporation would not be as effective or efficient as using the expertise of existing agencies such as the Office of Child Development or the Children's Bureau, HEW, or other similar federal and state agencies. An independent bureaucracy such as the new Corporation would result in administrative duplication and possible misunderstanding and confusion. Provisions for contracting services might lead to many abuses.
5. Standards in Sect. 2004 are generally below those of many states and lower than people with responsibilities and experience in the field deem necessary. We do not agree that child care services established by The Corporation should be exempt from higher requirements already imposed by states and localities.

STATEMENT

Introduction

Senator Long is to be commended for his commitment to expand day care services and for his thoughtful evaluation of the need for a wide variety of child care services for low income and dependent families as well as for those families where the mother is employed. As he has indicated, it is estimated that today there are more than 32 million women in the labor force and the number of employed mothers exceed 12 million. More than one-half of all mothers with children under 6—apprximately 4½ million—are employed outside their own homes. This latter group have the most difficult problem in obtaining adequate care for their children, especially those 650,000 mothers of pre-school children under 6 whose mothers are in the labor force. These statistics point up the fact that something must be done, and done quickly, if these children of today will have a real opportunity to become the responsible citizens of tomorrow.

Amendment to Internal Revenue Code

A highlight of S. 2003 is the expansion of the provisions of the Internal Revenue Code to provide greater deductions for the care of dependents to a wider range of taxpayers. Most working mothers have compelling economic reasons for seeking work. For example in 1968, of families headed by men and with working mothers of children less than 6 years old, 8 percent would have had to subsist on less than $3,000 a year without the mother's wages; two-fifths would have had incomes of between $3,000 and $7,000 a year if the mother did not work; and about 85 percent would have had incomes of less than $10,000 without the mother's earnings. For many of these families enactment of the provisions of S. 2003 might well provide the difference between ability to purchase good care for their children and inability to purchase any care. For some, even these deductions may not be sufficient to meet their needs. The Maryland Committee for Day Care of Children, Inc., strongly urges enactment of such a provision.

Child Care Corporation

An effective mechanism is sorely needed to centralize efforts to provide sufficient facilities on a national basis to meet the need for services by children and their families. However, after considerable in-depth study of Senator Long's proposal, it is the consensus of the Maryland Committee for Day Care that S. 2003 emphasizes the provision of more services, but it does not insure the quality of such services, nor does it call for delivery of services in conformance with what has proven to be most beneficial to families and communities..

Children must be safeguarded while away from home, or in their own homes while parents or guardians are absent. Children also need wide social and intellectual experiences and physical activity through play in safe, outdoor areas close to nature, with every protection for their physical and mental health. Parental and family involvement in child care services is essential, for without this whatever is done for the child is vitiated. Regrettably the thrust of S. 2003 is on paving the way for the mother to work rather than on educational development and good, comprehensive care of the children to be served.

We have grave doubts that the establishment of an autonomous corporation would be as effective, or as efficient from a monetary viewpoint, as the utilization of the expertise of existing agencies—including the Office of Child Development, the Children's Bureau of the Department of Health, Education and Welfare, and other Federal and State agencies. These agencies are staffed with professional personnel who have a long history of dedication and knowledge in the field of child welfare. Experienced personnel from these agencies are already coordinating their efforts on regional, state and local levels. The setting up of an independent bureaucracy has little justification in view of the waste of talent, experience and taxpayers' dollars. This would undoubtedly result in duplication of administration, misunderstanding, confusion as to responsibilities and goals, and heavier tuition costs for both private and public funding sources.

Additionally, there is the serious possibility that the provisions for contracting-out services might lead to wide-spread abuses in the services offered. Experience has revealed that when good standards are met, by private operations with no other support, fees are so great as to price all but high income families out of the service. This bill does not have the safeguards which would insure that children would receive only quality service by public or private agencies contracting the Child Care Corporation.

Licensing Requirements and Standards

State and local licensing requirements of child care facilities generally represent what child specialists in governmental agencies with major responsibilities and wide experience in the field of child welfare, believe can be practically achieved with public support. Such requirements are usually minimally protective and are subject to upward revision as public opinion and research point the way.

It is true that there are wide variations among States and communities in such essential matters as space, adult-child ratios, programs, and education requirements for personnel. Some 20 of these exceed those enumerated in S. 2003. e.g. Maryland State Dept. of Social Services; North Carolina Dept. of Social Services; California, Dept. of Education. We strongly recommend that national standards, beneath which State standards would not be permitted, be developed. However, we do not advocate incorporation of standards in Federal legislation. Rather such standards should be developed administratively. It is difficult indeed to amend a law once enacted—Administrative regulations are more flexible—they can be revised and improved as research on the needs of children so indicates.

Location of Facilities

Office buildings and factories are not appropriate locations for child care facilities. In general, buildings and factories are in densely populated urban areas subject to pollution by air and noise. Nor do we believe that accessibility to the work place of the parent is an appropriate criteria. We are a mobile population and have long adhered to the principle of mobility in employment as a means to improving the family standard of living or providing more satisfactory work.

Not only would this provision act as a deterrent to employment mobility on [illegible] part of the parents, but requiring use of centers near the parent's work place may well involve frequent changes in center attendance by children—a factor which has proven seriously detrimental to child adjustment and development. Transportation is also a consideration. It is costly if provided by the center, fatiguing, dangerous, and difficult for children if distances are great and stops frequent. Centers located near family homes complement neighborliness and stability of relationships for children and families. Centers can be a healthy social core for family participation and development of community parental interests.

CONCLUSION

Again, Senator Long is to be commended for his insight into one of the most far-reaching and difficult problems our country must face—adequate care for children. It is to be hoped, and should be expected, that with such serious Congressional concern from both major political parties, legislation will be enacted that will meet the needs of children and their families, not ony in the present time, but in the future.

BIOGRAPHICAL MATERIAL ON MRS. SADIE DASHEW (MRS. LEON) GINSBERG

In addition to serving as Honorary Chairman of the Maryland Committee for Day Care of Children, Mrs. Ginsberg has had a lifetime of experience and know-how in the field of early childhood education and development. In addition to being a business woman and at one time a working mother, she has served actively on the boards of directors of three important national organizations with similar goals. She assisted in the development of the National Committee for Day Care, now the Day Care and Child Development Council, and was, for a while, its Chairman. She organized both the Maryland Committee for Day Care of Children and the Maryland Association for the Education of Young Children. Those two organizations, one professional, one civic, were the instruments to initiate the licensing and accreditation programs in Maryland. Both groups are actively involved in developing and coordinating standards for Maryland's Health, Education and Social Services Departments. Mrs. Ginsberg is Treasurer of the Maryland 4-C Committee and Chairman of the State Advisory Committee on Day Care for the Maryland Department of Social Services. She has organized and directed day care centers for young normal children and one for emotionally disturbed children. Mrs. Ginsberg has taught child development and education courses in the major institutions of higher learning in Maryland and has lectured, conducted workshops and served as consultant on day care across the country and abroad.

Statement of the American Nurses' Association, Submitted by Constance Holleran, Director, Government Relations

The American Nurses' Association is the professional organization of registered nurses in the United States. Its purposes are to foster high standards of nursing practice, promote the professional and educational advancement of nurses, and promote the welfare of nurses to the end that all people may have better nursing care. These purposes shall be unrestricted by considerations of nationality, race, creed, color or sex.

The association has long been interested in legislation which would help ease many of the child care problems encountered by working women. Increased Federal support of expanded and improved day care centers would be of great assistance to working mothers. Certainly harmful effects accrue to children whose mothers must work but who cannot afford adequate child care. Improvement and extension of centers for child care services, plus liberalized tax exemptions, would help to alleviate this problem.

The American Nurses' Association has long supported legislation which would liberalize child care income tax deductions for working women.

Nurses are not only wage earners and taxpayers but are, for the most part, women. In common with many of the 28 million women in the labor force, they are often wives and mothers.

The inventory of registered nurses, R.N.'s 1966[1] shows that the median age of the 909,131 nurses maintaining licenses to practice was 40.1 years. Sixty-nine percent were married; another 9.5 percent of them had been married at some time and were now widowed, divorced or separated; 17 percent indicated that they were single.

Since almost seven out of ten of the entire registered nurse population of 909,131 were married, a more detailed analysis of the married nurse in terms of her employment status has particular relevance. Sixty percent of the 630,610 married nurses were employed in nursing. However, marked variation is noted in the proportion employed in nursing when looked at in terms of their ages. For married nurses, the highest proportion of those employed in nursing within any age group was found among the youngest, those under 25, where 78 percent were working. There was a sharp drop in the proportion employed after this age group. Thus, 59 percent of those in the 25–29 group were employed, and 51 percent of those 30–34 were employed. Starting with the 35–39 group, the proportion employed again increased until the age of 60 was reached.

It can be seen that nurses in the child bearing years are the least likely to be in the nursing work force. Inactive nurses within the ages of 25–39 constitute a large body of prepared registered nurses numbering almost 100,000 in the 1966 study, a resource that could be tapped if there were child care facilities of good quality available and there were allowable tax deductions adequate enough to help meet the costs of such care.

The ANA is convinced that the currently allowable child care deduction is in need of substantial upward revision. The proposal in S. 2003—Child Care Services Act of 1971—is indeed far more liberal than the present allowance. However, ANA urges that deduction of child care expenses be allowed up to 75 percent of the amount paid for child care with a maximum limit of $1,600. We believe this is a realistic proposal and a more equitable distribution since costs of care will vary across the country.

In these times, given the trend in income, the income level in a two earner family which would include a registered nurse, is likely to be higher than $12,000, the proposed limitation on income of families that may use the child care tax deduction. We recommend that this figure be increased to $16,000.

While we are dealing with the subject of child care, there is another aspect of this problem that has not previously been dealt with. Unlike teachers, social workers and other health professionals, the services of registered nurses, practical nurses, nurses' aids are required around the clock, 24 hours a day. This means that not only are child care services needed during the day, but will also be needed in the evening and during the night. Hospitals, skilled nursing homes, and extended care facilities currently suffer a shortage of these categories of manpower. There are many indications that the needed manpower does exist and would join the working force if the range of child care services was considerably expanded. There must be much more flexibility in developing and providing child care services, and it would appear that provisions within S. 2003—Child Care Services Act of 1971—do provide this flexibility.

We are heartily in support of the intent of S. 2003 to promote the establishment of adequate child care services.

The majority of women may work because of economic need to provide basic support, to pay large bills that are often the result of needed health care, and to make provisions for the future of their children.

On the other hand, highly educated, highly skilled women are frequently lost to the employment force due to a lack of facilities to provide care for children. For those prepared to make a contribution to the whole society, the inability for fulfillment can be frustrating. The emotional stability of a family can be increased and the quality of mothering enhanced when a woman is able to pursue her career without feelings of guilt that her children are not receiving good care.

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[1] Conducted by the American Nurses' Association.

For the child, early socialization with peers is significant in normal growth and development. A child learns fifty percent of all he will learn in his lifetime before the age of five years. Child care centers can serve as the precursors to school, promoting the early establishment of learning patterns and encourage pleasure and enjoyment in learning.

Health start should also be a part of child care centers. S. 2003 does provide for pre-entrance physical examinations and appropriate immunizations. However, surveillance over the health of children should be on-going with periodic assessment so there would be early diagnosis of health problems, from the simple to more potentially serious disabilities. Just as a center can promote good learning patterns, so too can it promote good health patterns, proper nutrition and hygiene.

Increasing numbers of pediatric nurse practitioners are being prepared to assume a primary role in the care of children, securing health histories, doing physical examinations, planning and implementing routine immunizations, assessing and managing common illnesses and accidents of children.

Nurses can be effective in promoting the well-being of children in centers on a full-time or part-time basis. When coverage by a full-time nurse is not feasible, part-time nurse supervision can be obtained through contractual agreements with official or voluntary public health agencies.

We trust that any legislation that is enacted will reflect a concern for the health of children.

Metropolitan Area 4-C Council (Community Coordinated Child Care), Portland, Oregon, prepared and submitted by Mrs. Helen L. Gordon, Program Development Coordinator, Metropolitan Area 4–C Council

I am sure that the members of the Senate Finance Committee recognize that adequate child care services in quality of and quantity of programs are necessary first for mothers on welfare. For them these services provide the supporting ingredient which will enable them to hunt for, hopefully find and maintain salaried jobs.

Secondly, the same supportive service is necessary for thousands of presently working women who would like to maintain these jobs, even at meager salaries, rather than apply for welfare. It is estimated that within the next five years we will need a minimum of two million day and night care slots. This is based on the prognosis of numbers of additional mothers who will be employed in the labor market in the next five years.

But, how have we begun to realistically prepare for and/or meet these situations? Title IV.B, of the Social Security Act, as amended in 1967, made barely a dent. The reasons were simply these:

1. Too little a per day fee was allowed to mothers on the WIN Program.
2. Such fees could barely meet the cost per day per child which sound day care programs had to set.
3. No monies were actually allowed to develop additional day care programs which would serve children from welfare families.

Fortunately, another title was also placed into the amended Social Security Act—Title IV.A. This made possible serving children from families who are presently, formerly or potentially on welfare. To secure the dollars available under that Act, it was necessary that these things happen:

1. The State Public Welfare agency needed to prepare a plan which indicated what it proposed to do under Title IV.A for child care or other services allowed (and there are many) and whether it would choose to serve children from families presently, formerly or potentially on welfare. Such a plan was to be reviewed and needed approval of the Regional Commissioner of SRS.
2. Local communities could get organized, with true involvement and participation of parents in decisionmaking roles and become, after careful planning for child care services needed and after becoming incorporated, the official contractee with Public Welfare and then subcontract with proper provider operating agencies and organizations (those which meet Federal inter-agency requirements for day care and State licensing.
3. These local bodies, like our Metropolitan Area 4–C Council, which stands for Community Coordinated Child Care, were then able to rally the support of

the communities to get the necessary 25% of local matching dollars or public in kind (computed to get its dollar value). This was then used to bring in 75% of dollars from Title IV.A, Social Security Act.

The results have been encouraging. In our area alone, covering three counties, we were able, in less than one year, to bring in through local and federal match, close to two and one-half million dollars which, as it came in, was immediately assigned to operating agencies, public and private, through contract, to implement child development and child care services. These services truly expanded to include close to 3,000 additional children in Centers and Family Day Care. Services reached infants, toddlers, pre-schoolers, schoolagers (up to high school age) normal, emotionally disturbed and otherwise handicapped. Together with this, contracts were signed with existing agencies to provide: Homemakers; Emergency day or night care; Transportation; Social Work Services; and Health Services.

College level training for low income para-professionals on the job in child care and low income parents serving on Board and Committees.

Has it met the full need? Not in any way. In Spring of 1970, the Director of Research, for our Oregon Bureau of Labor, reported that in our Metropolitan Area there were 139,000 women employed in non-agricultural jobs. Belonging to them were 59,000 children below age 18, 20,000 of whom were preschoolers. We completed the study and that indicated that were no formally organized, licensed or approved child care programs for school agers, and only 3,188 approved or licensed slots for pre-schoolers. The statistics relating to vandalism and juvenile delinquency and emotional disturbance stared us in the face.

Yes, we need additional child care legislation. However, I feel that H.R. 1 and S. 2003 would need many amendments to make these truely sound bills. Let me deal with H.R. 1 and its child care section first.

I think it is wrong to tie day care too tightly to a work program and, especially if the work program is a mandatory requirement for women of welfare to be able to get off of Welfare and receive Family Assistance payments. I think mothers should be allowed to remain at home, take care of and stimulate the development of their children with adequate training and help. I think that for those mothers who want to get prepared for work, there should be ample opportunities for such training and then jobs.

I think, further, that parents must be an active and decisive partner in the planning for, implementation of and, perhaps, even working in child care programs. While I am a professional in the field of child development and early childhood education, I learned much from a parent of little educational background and of low income.

She was the mother of a seven year old helion I had in second grade, my first teaching position with the Chicago Public Schools. On the third attempt on my part to visit this family and talk with them, the mother invited me in, in not too warm fashion, made and served me some coffee and almost monosyllabically, engaged in conversation. In its course, I, the eager young teacher, now living in middle class surroundings, in nice attractive clothes and coming from that big brick institutional dungeon, asked whether she'd like to know what I hoped to achieve with her Mike this year. She smiled and encouraged me to go and I did. Out poured the words gleaned from the latest books and research which I had read and on which I had worked.

She listened attentively and when I was through, said "You'd probably like to know what Mike's Pop and I want to have happen to him this year." And she told me. When she finished, I said, "Thank you. You've taught me something. Mike wasn't in those books and research. He's right here in this house. May I come back again when Mike's Pop is here. I'd like to talk, ask questions and listen."

She came across the room, put her hands gently on my shoulders and said—"Come back and see all us Moms and Pops. We borned those kids."

And, you know, she gathered the Moms and Pops the next time I came and they together with me became a learning and participating group to plan for and implement the education of their children.

Now let me deal with S. 2003, the Child Care Services Act of 1971.

There are several sections of this proposed Act which are most commendable. These are the following:

1. Increase of the limitation on the tax deduction for child care from $600 to $1,000 for one child and $900 to $1,500 for two or more.

2. Increase of the limitation on income of families that may use the child care deduction from $6,000 to $12,000. Both these sections seem to indicate an awareness of the economics of daily living—rising food costs, utility costs, rents, taxes, education, without comfortable wage increases.

In addition, two other sections of S. 2003 are also commendable, and I refer to:

1. The increase from 75% to 100% of the Federal share for child care expenses for welfare recipients participating in work and training programs.

2. Establish a program of subsidizing of child care expenses for low income families not on welfare.

After careful study of the proposed Act, however, there are many sections with which and many others would and do find fault. I would like to enumerate and discuss these in this testimony.

1. The establishment of a Federal Child Care Corporation which totally bypasses the Office of Child Development and all other Divisions of the U.S. Dept. of Health, Education & Welfare has tones of "narrow vision" and "short sightedness." Within HEW and the Office of Child Development now rest years of experience and knowledge relating to need and planning for child care services and ways of implementing them. Within HEW set doorways and possible sources of funds which can lead to greater coordination and use of necessary services for children who need to or will be receiving care. I refer to health, education and welfare services. Every state in our country and many counties and cities are recipient of some of these funds which can and should be tied together in child care.

2. The establishment of this Federal Child Care Corporation with a three man Board of Directors raises other questions in our minds—

(*a*) Why no involvement of state and local governments? They too make appropriations to human service agencies public and private, who are, in some areas, and should coordinate their efforts and money in areas of service for children. The only way to achieve this, however, is to have true involvement of these governmental jurisdictions and, resultantly, their commitment.

(*b*) There is also no indication or requirement that parents have a distinct role in decisions re kinds of programs needed, development and operation of those programs. Let me remind the Committee again that parents borned these children, were their first teachers and continue to be the providers and teachers of these children.

(*c*) There is a by-passing of all local or state licensing or standards requirements if the child care services are provided by the Corporation. Such a provision only heightens the possibility of potential physical and developmental dangers for the child. While licensing in every area is not the soundest, most state license guidelines give realistic attention to sound facilities, staff and health services. Where the license law is out-dated and unrealistic, work is going on to change these, guided, in great part, by the Federal Inter-Agency Requirements for Day Care.

(*d*) The statement in the Bill in b, Section 2001 leaves many questions in our minds. I quote from that paragraph:

. . . , "and will promote the well-being of all children by assuring that the child care services provided will be appropriate to the particular needs of the children receiving such services."

Who will decide what services certain children receive?

Will those children whose parents can afford to pay fees, all or a good part of cost per day per child receive quality programs? Will children from Welfare or other low income groups get only custodial services?

I think this section needs re-phrasing or some guarantees must be set in.

In conclusion I would urge that the sponsors of all Child Development and Child Care legislation come together with appropriate staff assistance to see if there can be a bringing together of the best features of what is now contained in at least the following bills: H.R. 6748, Representative Brademas' Bill, S. 1512, Senator Mondale's Bill, S. 2007, Senator Nelson's Bill, the separate table of the Economic Opportunity Act, H.R. 1 the Family Assistance Plan and S. 2003, Senator Long's Bill. Then, perhaps with concerted attention and effort the United States Congress can act positively to meet one of the major social problems of our time—the care of development of our children, who are to take our places in the years to come.

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